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REPORT
of the
ONTARIO LEGISLATURE'S
SELECT COMMITTEE
on
YOUTH



MARCH 1967

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THE ONTARIO LEGISLATURE'S SELECT COMMITTEE ON YOUTH

C. J. S. APPS, Chairman	Kingston and the Islands
Ellis P. MORNINGSTAR, Vice Chairman	Welland
Keith BROWN****	Peterborough
Keith E. BUTLER	Waterloo North
J. Fred EDWARDS***	Perth
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Murray GAUNT	Huron-Bruce
Stephen LEWIS	Scarborough West
W. D'Arcy McKEOUGH*	Kent West
Ronald K. McNEIL	Elgin
Bernard NEWMAN	Windsor-Walkerville
George H. PECK	Scarborough Centre
Russell D. ROWE***	Northumberland
Richard SMITH*****	Nipissing
Leo TROY (Deceased)	Nipissing
Robert WELCH**	Lincoln
Thomas L. WELLS	Scarborough North

His Honour Judge William T. Little — Secretary

The Select Committee on Youth was;

APPOINTED May 8th, 1964 —

RE-APPOINTED June 22nd, 1965 and July 8th, 1966.

* Transferred to the Select Committee on Conservation Authority, June 22, 1965.

** Transferred to the Select Committee on Corporation Law, June 22, 1965.

*** Appointed June 22, 1965.

**** Transferred to the Select Committee on Election Laws, July 8, 1966.

***** Appointed July 8, 1966.

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*To the Honourable the Legislative Assembly
of the Province of Ontario.*

Honourable Members:

This report represents some two and one half years of investigation and study by the Select Committee of the Ontario Legislature on Youth.

The Committee's task proved to be far-reaching. For example, visitations and meetings totalled 162 days and 698 briefs were submitted. In order to get a broad and comprehensive understanding of the many problems affecting young people, the Committee visited many Ontario towns and cities as well as several youth centres in the United States.

The work was challenging, stimulating — never dull, for as the Committee found, a characteristic of modern youth is boundless vitality and fresh attitudes to old problems. The subject was both provocative and timely because by 1971 over fifty per cent of the Ontario population will be under 25 years of age. These facts were underlined many times during the investigations by another constantly recurring and significant observation: that youth is Ontario's greatest resource and one needing special consideration.

It was the Committee's job to determine just what that consideration should be and how far-reaching its implication.

Some of the factors involved were propounded in the Committee's two interim reports, but this final report is, we trust, much more definitive and valuable. The report itself is not intended to be an exhaustive treatise on youth. More accurately, it is a collection of information, together with the Committee's observations and recommendations. Even so, it is thought to be the most intensive focus on youth ever undertaken in the province — perhaps in Canada.

Initially, two major problems arose. One was that the nature and extent of the activities of the many organizations and individuals working on behalf of youth were not known. Two, the large amount of time needed to locate and solicit the help of the hundreds of organizations in the province and arranging for them to submit their deliberations. This meant establishing terms of reference, which proved to be an important factor in the Committee's initial groundwork.

Response from all areas visited was most enthusiastic and encouraging. It resulted in our obtaining a large quantity of evidence which proved invaluable in helping the Committee to form its recommendations.

The Committee was most impressed with, and appreciative of, the extensive work and co-operation received from the elected officials and senior executives of the municipalities visited during 1964, 1965 and 1966. The work of the chairmen and officers of the eighteen youth committees formed by the municipal executives (who organized the agency and individual resources of their respective areas in anticipation of the Select Committee's visits and hearings) was outstanding.

It is with satisfaction and deep appreciation that I thank the many agencies, departments of government and individual persons, who have extended to this Committee their most excellent co-operation and assistance. Without their help this report would not have been possible.

Although the Committee cannot claim to have produced the final answers to the many questions asked respecting our terms of reference, our recommendations have been made on the basis of an evaluation of the most extensive information available. This information has not only been personally gleaned from our own province, but from our sister provinces of Alberta, British Columbia, Manitoba, Saskatchewan, New Brunswick and Quebec, as well as the states of New York, New Jersey, Michigan and California. Also, an extensive interchange of correspondence regarding similar matters throughout Canadian provinces and foreign countries was undertaken to obtain an international as well as domestic view of youth problems and services as a background to our own provincial area of study. This, the Committee agreed, was mandatory to reach any worthwhile conclusions.

One of the many things learned from this study, is that the rapidly and ever-changing pattern of activities which affects youth will inevitably reveal new information. Such information must be constantly observed and appraised by a competent and authoritative body.

Canada's future is inextricably woven with the need for youth to be trained to assume increasing responsibilities in every field of endeavour. Hinging on this, the Committee feels that major efforts must be made to encourage youth to find more positive and creative roles in the community.

As Chairman of the Select Committee, I would like to express my warmest appreciation to my fellow members for their dedication and the

endless patience they have shown in the work of our Committee. They have sacrificed much of their business time, and also of their normally free and family time to the cause of the problems presented to the Committee. Individually they brought wide experience to our deliberations, and gave much inspiration to the areas they visited. The impact of their work may well be felt for many years to come in broader fields than the original terms of reference stipulated.

Our Committee was deeply shocked on learning of the death of one of its members on June 26th, 1965, Mr. Leo Troy, who represented the Riding of Nipissing, and who had been making such a valuable contribution to the work of the Committee. Mr. Troy's wealth of experience in youth work, his patience and understanding, and his keen interest in the work of the Committee was a great inspiration to all of us.

The Select Committee wishes to thank Dr. Walter Koerber of the Scarborough Special Education Branch for his wise assistance in the early days of this Committee's existence. Unfortunately, due to ill health in July, 1964, Dr. Koerber had to relinquish his appointment as Secretary to the Committee.

I would also like to thank the Secretary of our Committee, Judge William T. Little, of the Juvenile and Family Court of Metropolitan Toronto, and his very competent staff, which included our Research Officer, Mr. George Repar and Mrs. Anne Dempster, secretary to Judge Little. They have all made outstanding contributions to the work of our Committee.

A handwritten signature in dark ink, appearing to read "J. S. Apps". The signature is fluid and cursive, with the first letters of the first and last names being capitalized and prominent.

Chairman,
Select Committee on Youth.

INTRODUCTION

Purpose

The purpose of the Ontario Legislature's Select Committee on Youth was to conduct a comprehensive investigation into the needs of youth in the Province of Ontario. Further, to advise the Legislature on the steps to be taken which, in the opinion of the Committee, would ensure a wider participation by youth in the life of the community.

Authority

The Honourable John P. Robarts, Prime Minister, moved the following resolution, seconded by The Honourable James A. Allan, Provincial Treasurer, which was adopted by the Legislative Assembly on May 8th, 1964 and re-appointed June 22nd, 1965 and July 8th, 1966.

"Ordered: That a Select Committee of this House be appointed to conduct a comprehensive inquiry into and report upon the special needs of Youth, with particular reference to educational, cultural, recreational, and employment opportunities, as well as the health, welfare and sports facilities now available to Youth, and the steps to be taken to ensure a wider participation by Youth in the life of the community;

To conduct hearings for the purpose of receiving representations from organizations and individuals engaged in Youth activities and to hold meetings to study the experience of others in the Youth field; and to engage the necessary staff to provide study papers and research materials.

And, that the Select Committee shall consist of fourteen members and shall have authority to sit during the interval between sessions and have full power and authority to appoint or employ counsel and secretary and such other personnel as may be deemed advisable and to call for persons, papers and things and to examine witnesses under oath, and the Assembly both command and compel attendance before the said Select Committee of such persons and the production of such papers and things as the Committee may deem necessary for any of its proceedings and deliberations, for which purpose the Honourable the Speaker may issue his Warrant or Warrants."

LEGISLATURE OF ONTARIO DEBATES
Friday, May 8, 1964, P. 3037.

Terms of Reference

It will be noted that the resolution adopted by the Legislature permits very broad terms of reference.

Introduction

The Committee was ordered to investigate the special needs of youth with particular emphasis on:

- | | |
|-----------------------|------------------------------|
| (1) Education | (4) Welfare |
| (2) Health | (5) Employment Opportunities |
| (3) Recreation | (6) Culture |
| (7) Sports Facilities | |

First of all, the Committee had to define the meaning of "Youth", there being many interpretations of the word. After some investigation, the Committee established that youth would be defined as those persons of both sexes in Ontario between the ages of 14 and 24 years, with considerable latitude being exercised at the lower age level. The importance of the pre-adolescent years on maturing youth has been fully recognized by the Committee through its examination of many briefs from organizations that work with children under the age of 14 years, and its visitations to areas of competence dealing with children of this age group who have special problems.

The following outline shows the general field of inquiry, submissions, visitations and hearings undertaken by the Select Committee on Youth during 1964, 1965, 1966 and 1967.

COMMITTEE VISITATIONS AND MEETINGS

1964 - 1967

Visitations	Days	
Ontario*	9	
Outside Ontario**	17	
Outside Canada***	22	
Meetings		Number of Submissions
Hearings**** — 18 Ontario cities & Metropolitan Toronto	66	698
Committee Deliberations — organization, with consultants on reports	48	
Total Days	162	
Total Submissions		698

* See Appendix A — Committee Visitations — Ontario

** See Appendix B — Committee Visitations — in other provinces of Canada

*** See Appendix C — Committee Visitations — outside of Canada

**** See Appendix D — Submissions heard in Ontario cities including Queen's Park, Toronto.

DEFINITION OF TERMINOLOGY USED IN THIS REPORT

Committee: The Ontario Legislature's Select Committee on Youth, unless otherwise specified.

Youth: Persons of both sexes in Ontario, ages 14 to 24 inclusive.

Youth Organizations: Any group of persons of either sex, programming for, or providing services for persons under age 24 years.

Government Agencies: Usually Departments of Federal, Provincial, or Local Governments responsible for the administration of community services of special jurisdiction.

Community Resources: Those agencies within any given sector of the province either government or private that provide services for youth.

Juvenile Delinquent: Any child under 16 years of age (in Ontario) who violates any provision of the Criminal Code or of any Dominion or Provincial statute, or of any by-law or ordinance of any municipality.

Youthful Offender: Any young person above 16 years of age and under 24 years who has violated any Federal or Provincial Statute or local by-law.

Delinquency: For the purpose of this report, this term refers to the illegal behaviour of young people under the age of 24.

Co-ordinated Youth Services: Means correlated effort of existing youth organizations endeavouring to obtain the greatest benefit from their mutual efforts on behalf of the persons each serve, in the most economical manner.

Youth Leaders: Those persons in charge of organizations of socially acceptable leisure-time activities for young people.

Psychiatry: Science of curing or healing disorders of the psyche.

Psychology: Science which deals with the mind and mental process (psyche) — consciousness, sensation, ideation, memory, etc.

Half-way House: Small group home for children not believed to require the rigorous discipline of correctional institutions.

Recidivism: Repeating or returning to similar patterns of behaviour.

Introduction

(6) While visiting the 18 municipalities outside Toronto, the Committee saw many schools, youth agencies, institutions, and recreation projects. These visits were also recorded for discussion and reporting purposes.* Similarly, all international visits were faithfully recorded to give perspective to our local scene.

(7) Selection of which Ontario municipalities to be visited was determined by the Committee to ensure equality of choice in the many types of locale that make up the province. To better understand international border impact on youth and differences that exist interprovincially, such cities as Windsor, Niagara Falls, Cornwall and Ottawa were areas that had to be studied. The different conditions that are faced in northern areas as compared with southern Ontario required that the communities of Port Arthur and Fort William, Timmins, Sudbury, and North Bay be examined carefully in their own context. The municipalities of Brantford, Hamilton, Kingston, Kitchener, London, Oshawa, Peterborough, Sarnia, St. Catharines, and Welland rounded out what has been felt to be a representative sectoring of the Province's youth centres from which to draw our information.

(8) All briefs were studied in detail by the Committee and research processed by extracting all relevant suggestions and recommendations. These were then cross-referenced under the terms of reference of the Select Committee. Each recommendation was documented by as many briefs as were found to be related to the recommendation. This has permitted us to ascertain the **volume of recommendations** per term of reference and at the same time determine the number of **different recommendations** per term of reference.

During this study some repetition or overlapping occurs under certain terms of reference. This is by design. Generally, some special significance is involved and important deductions result.

So much for the methods. The actual research falls into four phases:

Phase I — Investigation of youth activities, needs, and problems in Ontario, sister provinces, the Commonwealth, the states of California, Michigan, New Jersey and Washington, D.C., as well as some foreign countries. Also the collection and collation of data as reported through briefs submitted to the Select Committee and visits to various areas of acknowledged competence in the youth field.

* See Appendix A.

Phase II — This involved a research analysis of the entire evidence received by the Select Committee combined with conference study meetings of the Committee and professional staff, which were held to determine significant findings.

Phase III — Agreement by the entire Committee regarding the final recommendations to be submitted to the Legislature by the Select Committee.

Phase IV — Drafting of the final report for submission to the Provincial Legislature.

Line of Study

The primary objectives of the Committee were to inquire into each term of reference as completely as possible in an endeavour to ascertain the true needs of youth at this time. This necessitated that the Committee became familiar not only with the conditions existing in Ontario but also with national and international developments. In this respect, it was imperative to obtain the thinking of the age group under study and the opinions of those experienced in the handling of this group.

Throughout the entire period of study it has been the wish of the Committee to establish an accurate profile of youth as they really are in this province as well as to assess the needs of our young people in order to encourage their full participation in the life of the community. More than that, to help make such participation a significant one based on the volatile needs of modern society in which youth must assume a vital role.

Introduction

Civics: The study of government and its functions together with the many civil services and community agencies providing public services.

Behavioural Science: The sciences of psychiatry, psychology, sociology and social work.

Pedagogical Assessment: An assessment based on teaching standards.

Purview: Within the jurisdiction of.

Case Loads: Number of persons allocated to an officer for supervision or treatment.

Counselling: The therapeutic process of helping through inter-personal relationship.

Therapeutic: Curative or helpful.

Research Team: Professional staff employed by the Select Committee who assisted in selecting and implementing the research design used by the Committee and who also conducted correspondence, compiled and processed all evidence submitted, by way of assistance to Committee deliberations.

Median Age: The age above which and below which 50 per cent of the population falls at any given time.

Research Method:

Various methods were used to collect evidence and analyze data for the report including the following:

(1) Hearing of briefs from organizations, both government and private, as well as individuals where their concerns and services to youth were within the terms of reference of the Select Committee on Youth. Included were many presentations from young people themselves throughout Ontario.

The briefs were both requested of the organizations by the Secretary of the Committee and, in some cases, requests to be heard before the Select Committee were made by the agencies or organizations themselves.

When briefs were heard in Toronto, the Committee received delegates in a Committee Room of the Parliament Buildings. The delegates usually had a leader who read the entire brief while the Committee members followed the contents carefully from copies supplied each member before-

hand. After the reading of the brief, the Committee members discussed with delegates the details of the material submitted.

(2) All material presented was verbatim reported both in Toronto and out-of-town.

(3) All persons and organizations submitting briefs were given copies of the terms of reference and also some basic guide lines to assist them in the formation of their submission.

(4) When hearings were undertaken in other municipalities than Toronto, (usually for one or two days depending on the size of the community), the Secretary of the Select Committee visited the mayor of the town or city from four to six weeks in advance of the Select Committee's visitation and discussed the impending visit in detail.

(5) The mayor was then asked to form a special local committee usually called the **Mayor's Committee on Youth**, selected from interested persons known for their capabilities in community service to youth. This local committee on youth usually consisted of:

- (a) General Chairman (with power to add)
- (b) Secretary
- (c) Programme Officer
- (d) Publicity Officer

This local committee assumed responsibility for contacting all agencies and organizations in the community dealing with youth, with particular emphasis on youth participation, and asked for briefs which would be submitted to the Ontario Legislature's Select Committee on Youth upon its visit to the community. The publicity officer was often connected with the local newspaper, T.V. or radio station and he alerted the entire community about the Select Committee's visit and the implications it had for the community's young people.

The mayor's committee thus made possible the extensive, enthusiastic and thorough planning that preceded the Select Committee hearings (usually held in the Council Chambers of the municipality visited). Invariably, the final result was a large number of briefs (averaging 20-25 per day). Because of limited time, some briefs were not heard, but these were presented to the Select Committee and processed in the same manner as those which were heard in the formal hearings, by the Committee's research staff.

Introduction

GENERAL INFORMATION AND STATISTICS RE: ONTARIO

Physical

The Province of Ontario is the third largest province* in Canada with a total area of 344,092 square miles of mixed topography. The southern portion being flat rich farm lands while the northern section is made up of myriads of beautiful lakes and rough, heavily forested, rolling hills. The province falls approximately between Latitudes 43°00' N. and 56°00' N.

Population**

The population of Canada is estimated as —

1961	1966
18,238,247	19,919,000

The population of Ontario is mainly located in the urban areas, and constitute over one-third of Canada's human resources: (34.4 per cent). The largest percentage live in southern Ontario. The latest available figures are as follows:

1961	1966
6,236,092	6,895,000

The present rate of increase indicates that over a million more people will inhabit this area in less than a decade.

POPULATION BREAKDOWN BY AGE GROUPS (IN THOUSANDS)

	10-14	15-19	20-24
Male	340.8	291.5	218.1
Female	324.0	277.4	215.0
Total	664.8	568.9	433.1

The total 10-24 year old population is estimated at 850,400 males. 816,400 females, a grand total of 1,666,800, a figure which represents 24.8 per cent of the total estimated population of Ontario, June 1965.

The median age of the Ontario population 1961 was 26.3 years and it is estimated that the figure will be under age 25 by the year 1971.

* Calculated from the Dominion Bureau of Statistics estimates as of June 1, 1966.
** Ibid.

Climate

Using the City of Toronto as one index and the Twin Cities of Port Arthur and Fort William as another, we may derive some indication of the climate of Ontario from a southern metropolitan location (Toronto), and a central point in the province (Port Arthur - Fort William). The following statistics will show some of the climatic conditions that exist in the province.

TEMPERATURE*

	Toronto Temperatures			Port Arthur - Fort William Temperatures		
	Mean Daily	Mean of Daily Max. Min.		Mean Daily	Mean of Daily Max. Min.	
WINTER (February)	25.1	31.6	18.5	9.9	21.0	1.2
SPRING (May)	55.7	64.9	46.5	47.5	58.6	36.3
SUMMER (August)	70.0	79.2	60.8	22.0	73.1	50.9
FALL (November)	39.7	45.6	33.7	27.0	34.4	19.5

(Figures are in degrees Fahrenheit)

RAINFALL*

Toronto	Port Arthur - Fort William
25.07 in.	20.94 in.

SNOWFALL*

54.9 in.	84.6 in.
----------	----------

SUNLIGHT**

WINTER (February)	105 hrs.	144 hrs.
SPRING (May)	220 hrs.	241 hrs.
SUMMER (August)	259 hrs.	243 hrs.
FALL (November)	84 hrs.	82 hrs.

* The Climate of Canada, Meteorological Branch Air Services, Department of Transport, Toronto, Ontario.

** Abstract Cards, 1931-1960 (30 year averages). Climatological Review, Department of Transport, 1964.

Introduction

Government

Ontario is a self-governing province subject to certain powers delegated to the Canadian Government by the British North America Act - of 1867.

NUMBER OF MUNICIPALITIES AND COUNTIES IN ONTARIO*

Metropolitan Toronto area	6
Cities	32
Towns	
Separated	6
In Counties	99
In Districts	46
Villages	
In Counties	144
In Districts	11
Townships	
In Counties	419
In Districts	147
Improvement Districts	17
Total Local Municipalities	928
Total Number of Counties in Ontario	38

POPULATION REQUIREMENTS

City	—	15,000 or more if formally a town or village, 25,000 or more if formally a township.
Town	—	2,000 plus.
Village	—	500 plus.

RELIGIOUS COMPOSITION OF ONTARIO, 1961**

Religious Group	Number	Percentage
Roman Catholic	1,873,110	30.0
United Church	1,640,564	26.3
Anglican	1,117,862	17.9
Presbyterian	491,436	7.9
Baptist	250,343	4.0
Lutheran	242,636	3.9
Jewish	109,344	1.8
Greek Orthodox	83,565	1.3
Others	427,232	6.9

* Municipal Statistics 1967 — Department of Municipal Affairs (Unpublished).

** Census of Canada, 1961, Vol. 1, Part 206.

Enumerators were instructed to record the specific religious body denomination, sect or community, reported in answer to the question, "What is your religion?"

ETHNIC COMPOSITION OF ONTARIO, 1961*

Ethnic Group	Number	Percentage
English	1,939,867	31.1
Irish	873,647	14.0
Scottish	835,590	13.4
French	647,941	10.4
German	400,717	6.4
Italian	273,864	4.4
Netherlands	191,017	3.1
Polish	149,524	2.4
Ukranian	127,911	2.1
Others	796,014	12.7

The above information resulted from the following question being asked by the enumerator. "To what ethnic or cultural group did you or your ancestors (on the male side) belong on coming to this continent?"

Concerning Marriages

NUMBER OF MARRIAGES IN 1961 - 1965**

1961	1962	1963	1964	1965
44,434	44,454	45,306	48,501	51,274

AVERAGE AGE AT MARRIAGE, ONTARIO

Year	Bride	Groom
1943	25.5	28.8
1953	25.4	28.2
1963	24.9	27.7

* Census of Canada, 1961, Vol. 1, Part 2-5

** Vital Statistics, Registrar General's Office, Province of Ontario, 1967.

Introduction

AVERAGE AGE AT MARRIAGE OF SINGLE PERSONS* (Never previously married)

ONTARIO

Year	Bride	Groom
1943	22.3	25.3
1953	21.8	24.4
1963	21.0	23.7

Selected statistics for a recent twenty year period reveal that the average age of marriage in the Province of Ontario is slightly declining. Whereas in 1943, the average age of single persons was 22.3 years for the bride and 25.3 years for the groom; in 1963 the average ages were 21.0 years and 23.7 years respectively. The figures for all marriages which include persons re-marrying are slightly higher; in 1963 the average age of all brides was 24.9 years and for grooms 27.7 years.

DIVORCES IN ONTARIO

Year	Divorces	Rate per 100,000 Population
1961	2,747	44.1
1962	3,140	49.5
1963	3,237	50.2
1964	3,491	53.1
1965	4,054	60.2

DEATHS (EXCLUSIVE OF STILLBIRTHS) AND DEATH RATES PER 1,000 POPULATION

ONTARIO, 1961 - 1965**

Year				Rate per 1,000 population		
	Male	Female	Total	Male	Female	Total
1961	29,248	21,749	50,997	9.3	7.0	8.2
1962	29,708	22,448	52,156	9.3	7.1	8.2
1963	30,762	22,855	53,617	9.5	7.1	8.3
1964	30,029	22,175	52,204	9.1	6.8	7.9
1965	31,275	23,071	54,346	9.3	6.9	8.1

* Vital Statistics, Dominion Bureau of Statistics

** Vital Statistics, Registrar General's Office, Province of Ontario, 1967.

**DEATH RATES PER 1,000 POPULATION BY SEX AND AGE
ONTARIO, 1963-1965***

Age Group	1963		1964		1965	
	Male	Female	Male	Female	Male	Female
0 - 14	2.6	1.9	2.4	1.7	2.1	1.6
15 - 29	1.3	0.6	1.3	0.5	1.4	0.5
30 - 44	2.4	1.4	2.3	1.3	2.3	1.3
45 - 59	10.1	5.3	10.1	5.1	10.1	5.3
60 - 74	38.8	21.5	37.6	20.9	38.6	20.6
75 and over	122.5	97.7	114.4	90.7	123.4	94.0

LIVE BIRTHS*

1961	1962	1963	1964	1965
157,663	157,053	155,089	152,724	141,610

ILLEGITIMATE BIRTHS*

Year	Under 15	15-19	20-24	Over 24	Total	% of all Births
1961	61 (1.1%)	2,547 (46.8%)	1,841 (33.7%)	1,007 (18.4%)	5,456 (100.0%)	3.5
1962	63 (1.1%)	2,573 (44.3%)	2,062 (35.5%)	1,115 (19.1%)	5,813 (100.0%)	3.7
1963	57 (0.9%)	2,953 (46.5%)	2,206 (34.7%)	1,135 (17.9%)	6,351 (100.0%)	4.1
1964	73 (1.0%)	3,382 (47.1%)	2,491 (34.7%)	1,242 (17.2%)	7,188 (100.0%)	4.7
1965	60 (0.8%)	3,720 (47.5%)	2,755 (35.4%)	1,272 (16.3%)	7,787 (100.0%)	5.5

ELEMENTARY AND SECONDARY SCHOOL ENROLMENT**

(as of the last school day in September)

Year	Total Elementary	Total Secondary	Grand Totals
1960	1,126,388	262,775	1,389,163
1961	1,163,053	299,177	1,462,230
1962	1,197,029	331,578	1,528,607
1963	1,233,164	364,210	1,597,374
1964	1,278,473	395,301	1,673,774
1965	1,320,043	418,738	1,738,781

* Vital Statistics, Registrar General's Office, Province of Ontario, 1967.

** Report of the Minister 1965, Ontario. Department of Education, Toronto.

Introduction

ENROLMENTS IN PROVINCIALLY-ASSISTED ONTARIO UNIVERSITIES & COLLEGES*

Year	18-21 Age Group	University Student	Percentage 18-21 Age Group
1960-61	316,858	26,206	8.27
1961-62	325,330	38,873	8.87
1962-63	338,131	31,558	9.33
1963-64	356,924	36,025	10.09
1964-65	381,501	43,378	11.37
1965-66	410,506	50,035	12.17

LICENSED AUTOMOBILE DRIVERS IN ONTARIO Distribution of Drivers by Age Groups and Sex (as of December, 1964)

Age Group	Male	%	Female	%	Total	%
16-19 Yrs.	142,778	5.3	53,886	2.0	196,664	7.3
20-24 Yrs.	204,786	7.6	97,938	3.9	309,813	11.5
25-34 Yrs.	442,065	16.4	228,747	8.5	670,812	24.9
35-44 Yrs.	428,139	15.9	226,508	8.4	654,647	24.3
45-54 Yrs.	323,450	12.0	142,616	5.3	466,066	17.3
55-64 Yrs.	199,330	7.4	64,684	2.4	264,014	9.8
65 & Over	107,718	4.0	24,289	0.9	132,007	4.9
TOTAL	1,848,266	68.6	845,757	31.4	2,694,023	100.0

Drivers in All Accidents, By Age Groups**

Age Group	1964		1965		% Change	% of Drivers Licensed
	No.	%	No.	%		
Unders 16 Yrs.	219	0.1	255	0.1	16.4	—
16-19 Yrs.	21,254	11.2	26,616	12.2	25.2	7.3
20-24 Yrs.	34,584	18.3	39,720	18.2	14.8	11.5
25-34 Yrs.	47,480	25.1	53,156	24.3	11.9	24.9
35-44 Yrs.	39,246	20.8	44,665	20.5	13.8	24.3
45-54 Yrs.	25,327	13.4	29,630	13.6	17.0	17.3
55-64 Yrs.	13,901	7.3	16,039	7.3	15.4	9.8
65 and over	6,342	3.4	7,297	3.3	15.1	4.9
Not stated	743	0.4	1,013	0.5	36.3	—
TOTAL	189,096	100.0	218,391	100.0	15.5	100.0

* Submission to the Select Committee on Youth by the Department of University Affairs, September 29, 1965.

** Statistics relating to Motor Vehicle Traffic Accidents, 1965, Accident Statistics Division, Ontario Department of Transport.

Drivers in Fatal Accidents, By Age Groups*

Age Group	1964		1965		% of Drivers Change Licensed	
	No.	%	No.	%		
Under 16 Yrs.	—	—	6	0.3	—	—
16-19 Yrs.	186	10.7	209	10.8	12.4	7.3
20-24 Yrs.	380	21.8	393	20.4	3.4	11.5
25-34 Yrs.	400	22.9	451	23.4	12.7	24.9
35-44 Yrs.	349	20.0	350	18.1	0.1	24.3
44-54 Yrs.	211	12.1	269	13.9	27.5	17.3
55-64 Yrs.	131	7.5	155	8.0	18.3	9.8
65 and over	87	4.9	98	5.1	12.6	4.9
Not stated	1	0.1	—	—	—	—
TOTAL	1,745	100.0	1,931	100.0	10.7	100.0

In 1964, the total number of drivers involved in accidents was 7.0 per cent of the total drivers licensed. This was consistent with the 1963 percentage. The corresponding rate for age group 16 to 19 years was 10.8.

The above figures when compared with those of 1964 show that there is an increase in the age group 16-19 years (12.4 per cent) and the 20-24 years has decreased for the first time in three years (3.4 per cent).

The number of accidents involving 16-19 year old youths increased by over 5,300 in 1965, a 25.2 per cent increase over the 1964 figure. This is approximately 10 per cent higher than the overall accident increase of 15.5 per cent in the same period.

N.B. The number of drivers in fatal accidents (1,931) in 1965 increased 10.7 per cent from the 1964 total. The two youngest age classes (18.8 per cent of the total drivers) made up 31.2 per cent of the drivers in fatal accidents.

* Statistics relating to Motor Vehicle Traffic Accidents, 1965, Accident Statistics Division, Driver Control Branch, Ontario Department of Transport.

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JUVENILE DELINQUENCY IN ONTARIO, 1962, 1963 and 1964*

	1962		1963		1964	
	Boys	Girls	Boys	Girls	Boys	Girls
Appeared before Court	7,652	1,163	8,513	1,300	9,024	1,398
Found Delinquent	6,637	1,010	7,348	1,103	8,045	1,226
Delinquent Youth by Age Groups:						
15	2,072	387	2,279	438	2,424	447
14	1,650	328	1,691	318	1,805	341
13	1,020	154	1,119	191	1,337	220
12	701	89	799	80	928	100
11	484	22	581	34	620	45
under 11	644	29	845	34	886	63
Not stated	16	1	34	8	45	10
TOTAL	6,637	1,010	7,348	1,103	8,045	1,226

This report on Juvenile Delinquency only includes statistics on cases of juvenile delinquency which were brought before the courts and dealt with formally. Children presenting conduct problems who either were not brought to court or were dealt with by the police, social agencies, schools, or youth serving agencies, without referral to court are not included in these statistics.

* Juvenile Delinquents — 1962, 1963, 1964, Health & Welfare Division, Judicial Section, Dominion Bureau of Statistics, 1964, 1965, 1966.

PERSONS CONVICTED AGED 16-24 IN ONTARIO,
1962, 1963 and 1964*

YOUTHFUL OFFENDERS

	16-17	18-19	20-24	All Ages
1962				
Male	1,908	1,857	2,743	12,495
Female	109	120	214	1,272
	<hr/>	<hr/>	<hr/>	<hr/>
TOTAL ---	2,017	1,977	2,917	13,767
	(14.7%)**	(14.4%)**	(21.2%)**	
1963				
Male	2,372	1,991	2,748	13,315
Female	166	152	260	1,470
	<hr/>	<hr/>	<hr/>	<hr/>
TOTAL ---	2,538	2,143	3,008	14,785
	(17.2%)**	(14.5%)**	(21.0%)**	
1964				
Male	2,371	1,781	2,634	12,396
Female	167	152	283	1,667
	<hr/>	<hr/>	<hr/>	<hr/>
TOTAL ---	2,538	1,933	2,917	14,063
	(18.0%)**	(13.7%)**	(20.8%)**	

The above table is a general summary of persons charged with indictable offences. It will be noted that youthful offenders, aged 16-24, constitute approximately 50 per cent of the convictions of all ages.

ONTARIO LABOUR FORCE 1961 to 1966***

Year	Age 14-19	% of Total Labour Force	Age 20-24	% of Total Labour Force	Total Labour Force
1962	200,000	8.3	267,000	11.1	2,412,000
1963	217,000	8.8	275,000	11.1	2,464,000
1964	226,000	8.9	291,000	11.5	2,542,000
1965	224,000	8.2	288,000	11.0	2,614,000
1966	237,000	8.9	318,000	12.0	2,651,000

Approximately 20 per cent of the Labour Force falls within the terms of reference of the Select Committee. In 1966, 237,000 young people 14-19 years were estimated to be in the Labour Force; among the older 20-24 year age group, the Labour Force was estimated at 318,000.

* Statistics of Criminal and Other Offences — 1962, 1963, 1964, Health & Welfare Division, Judicial Section, Dominion Bureau of Statistics, 1964, 1965, 1966.

** Per cent of all convictions.

*** Labour Force Bulletins 1962-1966, Dominion Bureau of Statistics.

A PROVINCIAL DEPARTMENT OF YOUTH

The Select Committee, in its Interim Report to the Legislature, June 29th, 1966, unanimously recommended the formation of a Provincial Department of Youth with its own Cabinet Minister.

Since that time the Committee has not changed its mind, and reiterates its recommendations which are based on two and a half years of study and deliberation. During this time, the Committee was made aware of the need for a separate government department devoted to youth requirements. This would be necessary to establish the many proposals outlined in the report, and to ensure wider participation by youth in the life of the community. A preponderance of evidence from submissions backs up this recommendation, as is shown in later pages.

The Committee realizes that the term "youth" included in the proposed title, Department of Youth, may infer that such a department's affairs would be limited to a specific age group. This is not the Committee's intention. It has long been recognized that many of the concerns of youth carry over into adulthood which requires continuity of administration. For example, in considering the total needs of youth in physical fitness, recreation and culture, there may have to be greater broadness of jurisdiction by government (in policy, programmes and assistance) beyond whatever age is specified for youth. Thus the broad term youth, administratively and departmentally, should not be restricted to a specific age group.

Although such provincial authorities as a youth commission or a youth foundation were suggested, the need for a Department of Government devoted to the many needs of youth was the one most frequently suggested as the following figures show:

Commission (attached to an existing Department) _____	6
Foundation (attached to an existing Department) _____	6
Provincial Department of Youth _____	25

To illustrate, the following excerpts are taken from some of the briefs submitted by many youth agencies throughout Ontario.

From the Hospital for Sick Children's brief:

"One of the most conspicuous needs is the co-operation and integration of services provided for our children and youth. Health problems cannot be dealt with adequately if social problems are neglected. Educational problems may not be effectively solved if a health problem is also present. The established system of individual

departments dealing only with their specific **problem** gives rise to piece-meal solutions, which may be quite inadequate to meet the total needs of the individual.

"Some Department of Government should be responsible for the total well-being of the child. This agency should receive all requests for assistance and be charged with the responsibility of finding a suitable solution, either through governmental or private auspices. The task has become too complex for individual physicians, social workers, or teachers, to seek out and gain the help of the various agencies and services which are available."

(P. 2 of its brief)

"A Department of Youth might be the repository for all the requests for help and assistance and they, knowing how government works, and the social department, and so on, would solicit these agencies in the community. They would be a group, responsible for the child, not for his health, welfare, or his education, but the child as an entity."

(P. 11 of its brief)

From the Burlington Youth Committee's brief come the following recommendations:

"A Department of Youth be established immediately to be characterized by:

1. Regional youth secretaries to have liaison with the Department of Youth;
2. Local committees made up of agencies administering to youth to act in advisory capacity;
3. Liaison through Committee with municipal or county government.

"Some specific functions of the Youth Department to include:

- (a) counselling services in the following general field: vocations, mental health services, marriage counselling, legal advice for referral, medical information and others.
- (b) contract with universities and agencies to conduct research-demonstrations."

(P. 6 of its brief)

The Toronto Board of Education's Child Adjustment Services indicated the following:

"A new dynamic is needed in the concept of health and welfare services, which unfortunately have tended to become static. The services must think of going to where the needs are, rather than anxiously waiting for the needs to come to the services . . .

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A permanent body — such as a government department or commission — is needed at the provincial level, with the function of promoting the overall welfare of youth.

One of its functions would hopefully be to co-ordinate the efforts of various government departments with respect to their functions in regard to youth — e.g., Health, Education, Welfare — that to some extent overlap.

“Another function would be to support the training of workers in the field of youth work by contributing to the support of training institutions and of the worker-in-training.

“This provincial body should be authorized to give financial support to action research in programmes for youth, in an effort to discover effective measures contributing to the adjustment of youth and to the development of the potentials of individual youths.

“It should be in a position to give expert advice and continuing financial help to specific projects of local agencies concerned with youth. It should be authorized to undertake demonstration projects in local areas where special need is recognized.

“The provincial body should have an advisory committee of experts with broad experience in various fields of youth work whose duty it would be to advise the provincial body in a written report on every major project under consideration.” (P. 18 of its brief)

The Kingsway College of Oshawa:

“The establishment of a Department of Youth, headed by a Minister of Youth by the provincial government to co-ordinate the various services, facilities and organizations which try to serve the needs of Ontario’s youthful citizens appears to be one of the most constructive and far-reaching steps that a provincial government could take at this time.

“Such a Department could conduct a continuing study into the needs of youth and the facilities and resources available within the province to meet these needs. By perpetuating the work of the Select Committee in depth with a modest secretariat of competent and qualified personnel such a Ministry could provide a most valuable service to the youth of this city and those agents, both public and private, devoted to the up-building of Oshawa youth.

“A Department of Youth could provide research facilities for the examination in depth of current youth problems with a view to determining their causes and possible remedies.” (P. 3 of its brief)

The John Howard Society of Ontario had this to say in its brief:

"Youth Committee might well consider the desirability and feasibility of setting up a Department of Youth in the provincial government. Such a department would not necessarily be an operating department, but might serve a badly needed function of co-ordination of effort between government departments and also with voluntary agencies.

"Several of the proposals we have made might fall within the scope of such a department for developing and financing rather than the specific departments under whose functions they may be found."

"Fostering the demonstration projects in the field of child and youth services would appear appropriate.

"Research and evaluation of youth programmes would be a valuable function as would be the study of youth attitudes and obtaining of means to release expressions of their views."

(P. 10 of its brief)

The Children's Aid Society, North Bay, made the following comments:

"We feel that if all matters pertaining to children and young persons, other than education, were under the auspices of a single authority, either an appropriate existing department or a new department specially created, this would enable better planning for present and future activities and legislation. This would bring together all the experts who now work in different departments and facilitate a truly integrated and co-ordinated development of services to youth and children at the same time making planning and allotment of available funds less involved." (P. 4 of its brief)

This from the Cornwall Citizen's Committee on Youth:

"We have already felt the benefits of our Youth Committee which has brought together the leaders of our various youth services, along with many of our local youth leaders. Ideas have been exchanged and mutual needs discovered. The organization of such committees on a permanent basis in every city and district of the province would be of great benefit to all of us. The provincial government could help by encouraging such groups on a permanent basis through a permanent secretariat on youth at the Legistalure."

(P. 18 of its brief)

The United Church of Canada has stated in its brief:

"We recommend the establishment by the province of a permanent Community Youth Department, with such staff and budget as may be required to sponsor research, encourage and co-ordinate projects of youth development, assist in training volunteer youth workers, and administer grants in aid of youth projects."

(P. 14 of its brief)

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The Children's Aid Society of Oshawa has further indicated:

"Many of the Provincial Departments of Government have statutory responsibilities to the youth of our province (Welfare Department, Attorney General's Department, Health Department, Education Department, etc.). It is recommended that there be a greater degree of integration of services to youth at the provincial level to the end that youth be better served. This may be possible through the formation of a Youth Department." (P. 5 of its brief)

The Young Christian Workers, Toronto, requested the following:

" . . . that the government set up a special 'Youth Department' headed by a Minister of Youth." (P. 12 of its brief)

The International Institute of Metropolitan Toronto recommended:

" . . . that the Ontario Government amplify a Provincial Youth Authority with, (a) an immigrant branch to deal with special immigrant youth problems, and (b) an advisory committee of community representatives including ethnic groups." (P. 4 of its brief)

Friends of Canadian-Polish Youth Incorporated, Toronto, recommended:

"The establishment of a permanent Provincial Youth Authority which would provide direction, co-ordination and assistance to various youth organizations in the province." (P. 28 of its brief)

The Ontario Welfare Council, Toronto, made the following statement:

"The Ontario Welfare Council has endorsed the recommendation of the Social Planning Council of Metropolitan Toronto for the establishment of a Youth Foundation which grew out of their Consultation on Unreached Youth . . .

"We support the foundation type organization because we feel on balance that it will be best able to meet the conditions essential to a successful consideration of the problem." (P. 10 of its brief)

The Committee heard representations urging legislative action be taken to establish a permanent youth commission to give provincial direction to agencies and organizations administering to the various needs of Ontario youth.

The Canadian Mental Health Association (Ontario Division) recommends:

"That there be established by legislative action an Ontario Youth Commission whose primary responsibility shall be to support and advance the mental, moral, social and physical well-being of the youth of Ontario." (P. 30 of its brief)

Observations:

The Select Committee feels that a Department of Youth would be in a better position to cope with problems related to **total youth** than a commission or a foundation attached to an existing government department or other level of government. There are many areas that affect young people in Ontario, and which require the full energies of a Youth Department.

The physical fitness of our youth requires energetic promotion and a planned policy that can be implemented throughout the province, for school age and after school age youth. This is not being done adequately by any one existing department of government. Sound physical education programmes in elementary and secondary schools are found in relatively few places in Ontario. Most elementary schools lack gymnasiums and qualified health education teachers are in short supply. In secondary schools, physical education is downgraded at the very grade level where emphasis is needed — Grade 13! Here physical education is "optional". With this concept of the importance of physical fitness it is not surprising to note that—

"Army statistics have revealed the extent of physical and mental disabilities among the Canadian Youth. The Canadian public has been shocked to learn that nearly half the young men examined for induction into the army during the present war have been found to be physically or mentally unfit. Another fact not so well known, but equally significant, is that at a small cost and within a short time, close to 50% of those rejected could be rendered capable of at least limited service."* (Second World War, 1939-45).

There is little evidence to indicate that Canadian Youth is in better physical condition today.

A continuum concept of physical fitness should be a major concern of government. Upgraded physical education programmes in elementary and secondary schools should be followed by well-organized sports and recreationally-oriented physical activities designed for post-school youth and adults.

Recreation at the neighbourhood level, is, from the experience of the Committee, the best kind of recreation for most of our province's population. To achieve uniformity and quality of recreational facilities and

* Youth and Health, Canadian Youth Commission, Ryerson Press, Toronto, 1946, p. 65.

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opportunities for youth and the not-so-young, requires planning and policy making at provincial government level. Recreation is directly related to physical fitness, mental health and the general well being of our citizens. A Department of Youth would be most effective in aiding, promoting and developing this important service as an area of its responsibilities, as indicated in the following submission:

"The many Acts and Bills of legislation related to all areas of recreation, involving many provincial departments and authorities, emphatically indicate the need for co-ordinated cohesion. A separate ministry appears to be a logical solution. The need for a 'Minister of Leisure' can be readily visualized when one considers that leisure time will outstrip work time in the very near future . . .

"At the municipal level a co-ordination committee on recreation appears to be worthy of consideration. This group should meet with reasonable regularity to consider all aspects of facilities and programmes related to youth recreation. Municipal, private, commercial, industrial, service, denominational and fraternal organizations should all be involved. In many municipalities this lack of co-ordination has resulted in wasted money and man-hours through overlapping and overlooking. A close relationship between recreation and planning, at the municipal level, should be established and maintained."*

Frequently, gaps in youth services have been noted that are not considered responsibilities of existing departments of government. For example, the need for half-way houses for youth, pre-delinquents preventive delinquency programmes, also widespread need for facilities for emotionally-disturbed children and co-ordination of government services for youth. Here, a Youth Department has a role to play in identifying such gaps in youth services, and should be responsible for closing them — perhaps in collaboration with other government departments.

Many such gaps are caused by the multi-nature of many youth difficulties. Health problems cannot always be resolved by a health service if social problems are neglected. Educational problems cannot be corrected if health or mental health problems are present. It is not always possible to solve a delinquent or pre-delinquent's rehabilitation problem without the co-ordination of a welfare type service, a health service and a job employment organization. The established system of government departments dealing only with their specific problems is often

* Youth and Recreation Subcommittee brief, Peterborough, p. 8-9.

inadequate to meet the full needs of the individual. A Department of Youth should be responsible for a total approach to youth problems.

What is often required is co-ordination of the efforts of various government departments charged with specific youth services. Because youth services have grown as the need for them arose, there has been little integrated co-ordination. This is chiefly because these services are distributed among several government departments whose major responsibilities are not towards youth. To bring about this co-ordinated effort it is apparent that there is a great need for a permanent Committee attached to a Department of Youth. This Committee should be made up of senior officials of those government departments responsible for various youth services. Permanent inter-departmental communication could thus be maintained to deal with the many problems of youth throughout the province. Such a committee could meet with representatives of all voluntary and private agencies to discuss the many specific problems affecting young people. Recommendations could be made to the appropriate departments capable of solving such problems.

Education, being one of the earliest departments dealing with youth, has had many additional services added to its primary responsibilities. To name some: recreation, in the form of the Community Programmes Branch (in 1948); dispensing funds to province-wide athletic organizations; the Ontario Arts Council (1963); a Youth Branch (1964). The functions of this latter — which was established by the Department — are outlined as follows:

“I may now state that decision has recently been made to establish in the Department of Education a Youth Branch, the specific duty of which will be to work towards the greater co-ordination of Government activities and to ensure greater co-operation between the Government and the various voluntary and private agencies, to ensure that the most efficient use of human and material resources may result.”*

It is interesting to note that an **Inter-Departmental Committee on Emotionally-Disturbed Children** was created, subsequent to the Youth Branch, for the similar purpose of obtaining greater co-ordination not only of government activities but between the government and voluntary and private agencies. Here, the needs of emotionally-disturbed children

* Luncheon Address, Canadian National Exhibition — Young Canada's Day, by the Honourable William G. Davis, Minister of Education, Toronto, August 19, 1963.

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are emphasized. Membership of this temporary committee consists of representatives of the following government departments:

- | | |
|---|--|
| 1. Department of Education | W. K. Clarke, B.A., B.Ed.
D. A. MacTavish, M.A., B.Paed. |
| 2. Department of Health | D. E. Zarfes, M.D., C.M., D.Psych. |
| 3. Department of Psychiatry | J. D. Atcheson, M.D., D.Psych.
Cyril Greenland |
| 4. Department of Reform
Institutions | D. Penfold, M.A., Reg. Psycho.
R. E. Stokes, M.D., D.Psych. |
| 5. Department of Public Welfare | J. L. Amos, M.A. |
| 6. Department of Attorney General | His Honour Senior Judge V. Lorne
Stewart, M.A. (Juvenile and
Family Court) |

The purpose of this Committee was to explore the area of needs and resources of emotionally-disturbed children and report to the government through the Minister of Health.

The following quotation from the Juvenile and Family Court Judges Association's submission to the Inter-Departmental Committee on Emotionally-Disturbed Children makes the following points respecting emotionally-disturbed and other needy children:

"The obvious needs for:

1. Preventive work,
2. Early diagnosis,
3. A strengthening of the home,
4. The vital role to be played in both detection and treatment by the academic teachers in the early grades,
5. The provision of various types of accommodation from adequate foster homes, group foster homes to special institutions, and
6. Adequate personnel.

— are so apparent to everyone who deals with the unusual child that extensive comment or elaboration is quite unnecessary. A desperate need exists for all these things listed and the critical state at the present time has been brought to the attention of all departments on your Committee time after time.

... The members of our Association are not qualified to comment on the financial and administrative responsibilities of the various levels of government and voluntary agencies . . . However, it is quite apparent to anyone dealing with these children, that the present system has been a complete failure.”*

A Department of Youth with the proper authority and responsibility could establish a continuous communication (and co-ordination) system between agencies, departments of government, and what is most important, the public at large. This would be a giant step forward in dealing with youth problems.

Such communication and action are necessary on a responsible and continuous basis relating to all aspects of “total youth”, not just the emotionally disturbed, the delinquent, and the drop-out. This responsibility cannot be left to temporary special committees or branches of government departments, which have little or no executive authority or responsibility to the Legislature in terms of getting much needed things done.

Note the diversity of government aid-granting departments affecting youth matters. For example, the administration of the Community Centres Act, which decides on appropriations to municipalities requesting help to build swimming pools, arenas, athletic fields and community halls, (all basically youth services), comes under the jurisdiction of the Agriculture and Horticultural Societies Branch of the Department of Agriculture.

The Athletic Commission is responsible to the Minister of Labour, while Physical Fitness grants to various sports and physical fitness organizations are channelled through the Community Programmes Branch of the Department of Education. The Departments of Agriculture, Attorney-General, Health, Lands and Forests, Mines, Provincial Secretary and Citizenship, Reform Institutions and Transport, also provide a variety of services to youth in addition to their major departmental responsibilities. Such a diverse distribution of youth services among government departments leaves much to be desired.

Surely, a Department of Youth could so much better assume many of these responsibilities. There would be a great improvement in the quality and co-ordination of youth services than is now possible under piece-meal administration. A Department of Youth, for instance, would

* Submission to the Inter-Departmental Committee on Emotionally Disturbed Children, made on behalf of the Association of Juvenile and Family Court Judges, by the President, Judge H. C. Arrell.

A Department Of Youth

be admirably suited to promote amateur sports throughout the province through financial assistance in the form of grants, extension of leadership training, and promoting more regional training facilities. Appropriately too, such a department could provide much-needed stimulation and financial assistance to the cultural arts, which are urgently required in all areas noted by the Committee during visitations.

An important youth need observed throughout the province is for the development of community-sponsored youth councils or local co-ordinating committees of youth-serving agencies. Also, to establish provincial liaison with such councils through a Department of Youth, which could provide financial and advisory assistance where youth needs have been established.

There is a basic need too for the promotion of youth participation in community service projects under the guidance of local community-sponsored youth agency councils. Voluntary service to hospitals, by expansion of the "candy strippers", involvement in programmes for the homes for the aged, and youth corps type projects, are some examples.

On a local level, the public needs more information about career opportunities in the various fields of youth services (this applies especially to high school students). A government department could be of assistance, in an advisory capacity, to community youth councils and in the accumulation of essential youth data, as an information service to agencies and the public.

Youth research — such as finding out the staff needs of youth-serving agencies in specific geographical areas — is urgently needed, and such projects should be assisted financially by a Department of Youth. This department should advise other government departments when they are investigating areas affecting youth.

There is a great need to stimulate professional associations of youth workers by direct financial aid. Examples: research grants, programme development grants, demonstration projects — to spur new research strategies and knowledge in health, education, youth employment, welfare and recreation, as they affect youth services. A Department of Youth could give much-needed impetus to the implementation of all these programmes.

Ontario would not be the first province in Canada to institute a Department of Youth. Alberta instituted a special Ministry of Youth

in February of 1966. The Premier, The Honourable E. C. Manning, indicated the purposes of the Department as follows:

“ . . . to encourage constructive youth activities and stimulate interest in youth training for leadership in social, cultural, recreational, business and public affairs.”

“The department will assist in the development of a constructive sports and physical fitness programme providing aid to those who prove they have potential to compete in provincial, national or international championship meets and, in general, to give leadership in all forms of constructive sports and recreation and in the profitable use of leisure time.”

“Here in Alberta, over half of our population is comprised of citizens 25 years of age and under, and we feel it is important to establish the new ministry as the strength of society depends on the extent to which our youth develop their vast constructive potentials.”*

Similarly, the Prime Minister of New Brunswick, The Honourable Louis J. Robichaud, has indicated through his Minister of Youth and Welfare, The Honourable William R. Duffie, that the Youth Department:

“was originated for the purpose of improving the opportunities for young people in this Province in the areas of formal education, sports, and recreation. This is promoted in several fields of activity through varying procedures, some of which are outlined as follows:

Financial Assistance for Students

This Division offers loans to a maximum amount of \$500 per academic year to students enrolled in post high school courses at approved universities or technical schools.

Recreation Councils

The Department has instituted a programme for encouraging community sports and recreation activities under which financial aid is made available to communities which have organized recreation councils conforming to standards set by the Department . . . All councils must be representative of the whole community, including churches, service clubs, associations, societies, etc. The Department supplies a sample constitution for the guidance of communities interested in forming councils, and a representative of the Department visits these centres upon request to supply additional information and assistance, and to examine the facilities and plans of the organ-

* Contained in a letter to The Select Committee on Youth from the Honourable E. C. Manning, Premier of the Province of Alberta, November 17, 1965. See Appendix B, p. 305.

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ization. Close liaison must be maintained between each council and the Department. We now deal with approximately 120 councils throughout the province.

Guidance and Counselling Services

One of the most far-reaching programmes carried out by this Department is the guidance and counselling service for students who leave school prematurely.

"A Youth Services Representative contacts these students to discuss their plans and problems. An appointment is then made with the guidance counsellor for testing and/or counselling. Tests used are standard throughout the country."*

The need for special consideration of Ontario's greatest resource, youth, is equally important. The progressive, dynamic approach requested from all parts of Ontario, is for a centralized provincial body which should have the authority and administrative responsibility equal to that of any other department of government.

Numbers of submissions alone cannot be the sole reason for deciding between an autonomous Department of Youth, and a commission or foundation attached to an existing government department. The following observations, reflect much of the thinking and opinions expressed to the Committee, regarding a Department of Youth with its own Minister. Commissions and foundations, which are essentially the same in being appendages of existing departments, are invariably created to deal with matters peculiar to specific government departments. For example, the Alcoholism and Drug Addiction Research Foundation is closely related to medicine and the Department of Health and would seem most appropriately represented by medical personnel of that Department. Likewise, the Ontario Research Foundation is under the Department of Economics and Development, a department that derives much service from this Branch.

Commissions or foundations seldom cut across multiple departmental lines. Neither do they require the sophisticated liaison that would be required for a youth authority attached to an existing department — especially when that department is not connected with youth needs only.

No commission or foundation can speak with equal voice with another department of government when it is only an offshoot of a department. It

* Contained in a letter and enclosure from The Honourable William R. Duffie, Minister of Youth and Welfare, Province of New Brunswick, Directed to The Select Committee on Youth, November 19, 1965. See Appendix B, p. 308.

would always have to be qualified by the department to which it is responsible regarding policy and budget. This in itself, would make youth second-class. Any authority acting on behalf of youth must be a distinct department so that young people's problems will not fall into areas of secondary importance to policies of other departments.

Where no direct responsibility to the electorate is defined, (a commission or branch attached to a department) as a rule, no clear accounting of either funds or services are adequately prescribed or scrutinized in the Legislature. In short, such a facility usually has a passport to obscurity.

A government Department of Youth can be expected to deal with many matters that are presently undertaken as an extra, and sometimes as an unrelated responsibility of a government department. It is hard to see the relationship that exists in such areas as the Athletic Commission, which disburses sports equipment to provincial youth organizations, but reports to the Department of Labour. Youth affairs are caught up in many similar anomalies.

It is hard to rationalize the administration of Federal-Provincial Physical Fitness funds under the Department of Education, other than in terms of expediency. Certainly a large department, such as Education, is already burdened with enough educational responsibilities without having to be concerned with the physical fitness of all the province's young people. Not enough money, for example, has been obtained from the Federal Physical Fitness Branch of the Department of Health and Welfare to aid sports organizations and physical fitness projects. This, in spite of the large annual sums of Federal funds made available through agreements between the Ontario Department of Education and the Federal Departments of Health and Welfare. The maximum amounts available have never been used since the Agreements were made for Ontario. Yet great need for this exists.

These are some reasons why responsibility for the physical fitness of Ontario's youth should fall under the jurisdiction of a Provincial Department of Youth. Here too, much is desirable in planning and also attitudes towards physical fitness that pervades our youth. A Department of Youth should raise physical fitness standards and horizons of youth through co-operation with local youth agency councils and provide financial support where needed.

A Department Of Youth

Recreation is an important area that requires the full attention of a Department of Youth to obtain a uniform programme throughout the province. Now it lacks the coverage or the uniform quality from municipality to municipality in facilities, staff, and adequate leadership training. The Committee believes that this area of youth and adult activity could be better served by a Youth Department, than by an appendage to the Department of Education.

A Youth Department's co-operation with the many departments of government dealing with youth is imperative. Much could be achieved by such co-operation. A Youth Department would have the status, responsibility, administrative and executive authority, to deal with youth matters effectively and on a basis of equality with other departments of government, which is essential for effective action.

It would appear from the many sections of the Committee's final report that there are substantial data to support the need for a Provincial Department of Youth in health, welfare, delinquency, professional counselling and guidance, education, employment opportunities, sports and the cultural arts, as well as those areas described above.

Recommendations

The Select Committee recommends that:

1. A separate Provincial Department of Youth, with its own Cabinet Minister should be formed at the earliest convenience of the Legislature.
2. This Department of Youth should have the power to establish committees, select staff, and submit a budget in the accepted manner of any other department of government.
3. The Department of Youth's responsibilities include the identification of gaps in youth services that are not being met by existing government departments or private youth agencies. This should then be followed up with seeking practical solutions for these gaps. Some of these now include the need for half-way homes, preventive delinquency programmes, widespread need for residential and treatment facilities for emotionally-disturbed children, sheltered workshops for the handicapped and resources for deprived youth.

4. An advisory committee of Ontario youth under (25 years) be selected on a regional basis by a Department of Youth. This Committee would be of assistance to the Department in dealing with certain areas of youth needs.
5. A permanent committee of senior officials from all government departments providing youth services be established within the Department of Youth. This would help achieve the much-needed co-ordination and co-operation of youth services and government departments dealing with youth matters such as emotionally-disturbed youth, delinquent and "hard-to-reach" young people, drop-outs (including those who have been "dropped" by our existing services).
6. A Department of Youth act on a consultant basis to departments of government and youth agencies throughout the province when requested, in the areas of research and programming for youth needs.
7. A Department of Youth undertake a physical fitness policy and programme for youth throughout the province, supplemental to the formal physical education programmes within the Department of Education.
8. A Department of Youth be responsible for the following areas:
 - (a) Administration of grants pertaining to youth under;
 - (i) Physical Fitness Agreements with the Federal Government;
 - (ii) Department of Agriculture grants for swimming pools, arenas, and community centres (Community Centres Act);
 - (iii) Athletic Commission (Department of Labour) grants for sports equipment to athletic organizations in the province.
 - (b) Provide assistance for the establishment of local youth agency councils for all communities requesting such a facility.
 - (c) Establish close advisory and liaison connections with such councils, and assist them financially when youth needs have been definitely established.
 - (d) Assist in promoting youth participation in community and provincial service projects under guidance of local youth agency councils.

A Department Of Youth

- (e) The collecting and dissemination of youth and youth service information to social agencies and the public on a province-wide basis.
- (f) Promoting and financially assisting research in all youth-oriented areas — locally and provincially.
- (g) The encouragement of amateur sports through financial assistance and advisory service throughout Ontario.
- (h) Recreation for people of any age, through a more positive use of neighbourhood resources, notably public and secondary school buildings and facilities supervised and organized by recreational personnel in collaboration with school authorities.
- (i) Youth services, presently being administered by other government departments:
 - (1) Athletic Commission,
 - (2) Community Programmes Branch,
 - (3) Youth Branch,
 - (4) Ontario Council for the Arts,
 - (5) Training Schools.
- (j) A fully integrated research programme dealing with youth. Many areas now cross several departmental lines of responsibility and require a co-ordinated and “total youth” — directed inquiry into several areas such as delinquency, multi-handicapped children, rehabilitation of children with a variety of social and health problems, the “drop-out”, and so-called unreached or alienated youth.
- (k) Stimulation of cultural arts in the province by providing imaginative and practical programmes relating to art and music appreciation, and encouragement of creative artists, in all art forms, by annual awards for literature (best works in all literary forms, poetry, short stories, plays), music (best orchestral, solo instrumental, and choral words), sculpture, visual art and other art forms.
- (l) The promotion of Canadian cultural arts, financially and culturally, through a broader programme by the Ontario Council for the Arts.

AN ANALYSIS OF THE DATA

RE: TERMS OF REFERENCE

This section deals with the specific terms of reference outlined in the Introduction; Education, Culture, Health, Recreation, Employment Opportunities, Welfare and Sports. Also, the special areas of Delinquency, Counselling Trends in Ontario and Physical Fitness will be analyzed with recommendations. Sub-headings have been used to arrange the data in a manageable form, thus relating subject matter and Committee conclusions in a more meaningful way.

EDUCATION

Curriculum Revision

Many organizations and students have expressed concern over the content of the curriculum at the elementary and secondary school levels. Some submissions asked that wider scope be introduced into the education programme, particularly those areas with social implication, such as sex and family life, alcohol, smoking. Also there were requests for more emphasis on conservation and civics (this latter concerning youth and the law, and government).

What follows is the outcome of Committee discussion supplemented by excerpts from many education briefs submitted.

(a) Sex Education

Today's teenagers are faced with many decisions in sex behaviour. Sex education is necessary so that young people can make wise decisions in this important area of human relations.

Any sex education course in our schools should have certain objectives which must be clearly set as goals for the students. The Committee believes the following objectives are some of the appropriate goals:

- (1) to establish in students healthy and understanding attitudes towards sex as a normal, natural and wholesome aspect of life;
- (2) knowledge of the reproductive process including the anatomy and physiology of sex;
- (3) that the psychological and emotional aspects of sex are as important as the physical, and involves the needs to belong, to love and be loved, to be independent, to achieve self-fulfillment and the acquiring of a sense of adequacy;

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- (4) enough information regarding misuse of sex and sex deviation so that young people can protect themselves against exploitation and against injury to their mental and physical health;
- (5) the knowledge of problems of venereal disease through heterosexual and homo-sexual contacts;
- (6) to combat the misinformation and misunderstanding about sexual development — that is to eliminate unnecessary fears and anxieties regarding menstruation, nocturnal emissions, masturbation, early and late maturing, etc.
- (7) family life and planned parenthood with all that this implies.*

It is becoming increasingly evident that many parents are either incapable of, or do not want to discuss sex with their children. Since the home is not providing sufficient sex education, special courses to prepare young people for family life would appear necessary at both elementary and secondary school levels. Such courses undoubtedly would prevent many of the problems with which today's teenagers are confronted.

This subject is almost invariably dealt with so circumspectly as to be almost valueless. One reason is because many parents object to schools teaching their children facts which they feel are too advanced for their children's maturity. While a valid objection, there is still great need for more clarification on this subject from a young person's viewpoint.

This is indicated by the illegitimate birth-rate figures for young unmarried mothers of school age. One can hardly say their sex education was adequate.

Despite this incongruous situation, most of today's youth know, at an early age, the physical aspects of the sex act, which, in most cases were not learned at home. Unfortunately, they are not as familiar with the implications of this basic human relationship, either as it pertains to family life or to the physical, emotional and mental dangers of pre-marital or extra-marital promiscuity.

Why? Because the teaching of sex has been generally left to hearsay information of contemporaries, or near contemporaries, clandestinely given or, what is worse, by trial and error experience via older sexually

* Some of these thoughts were contributed by Dr. S. R. Laycock, Dean Emeritus of Education, University of Saskatchewan; Past President, The Canadian Home and School and Parent Teaching Federation, to the Select Committee at Vancouver, October 28, 1966.

uneducated persons. So what happens? Sex which is not discussed at home, school or church on any adequate basis, has become a dirty word. More, it has become an activity indulged in, outside marriage, on the basis of a boy going as far as he can and a girl going as far as she dares.

In sex education as in all education the classroom teacher will determine the quality of education a student will receive. No elementary or secondary school teacher can do an effective job in sex education if they have not resolved their own feelings regarding sex. This means they must be free from vulgar and prudish attitudes and have an objective view of sex as a natural, wholesome, and positive force in human life. Teachers, particularly at the secondary level, will require the special competency emanating from specific training. They will need to be as much specialists in the physiology, psychology and sociology of sex as are the teachers of mathematics, science and English in their respective areas. Biological understanding alone is not enough. If the job of sex education is left to the least experienced and least trained teachers a poor course will be taught with poor results.

Recommendations

The Select Committee recommends that:

9. Sex education be undertaken by the schools as part of a core of social subject matter that would include family living, alcohol, drugs, and smoking. This course should be given in appropriate depth beginning at elementary school and continuing through Grade 13.
10. (a) The Department of Education is the appropriate authority to supervise and prescribe such a course after adequate research has been undertaken in collaboration with recognized authorities to determine the content for each school year level.
- (b) The Committee recognizes that this is a sensitive area with special requirements. It is most important that teachers responsible for this subject have not only special training, but also have mature, well-adjusted personalities as well.
11. Such a course might take into consideration:
 - (a) family living
 - (b) planned parenthood
 - (c) morals and sex in our culture
 - (d) the sex act and the reproductive process

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- (e) contraception
- (f) venereal diseases
- (g) the psychological and emotional implications of sex.

(The following members of the Committee dissent from the inclusion of subsection (e) above: C. J. S. Apps, M.P.P., Ellis P. Morningstar, M.P.P., George H. Peck, M.P.P., Russell D. Rowe, M.P.P., and Richard Smith, M.P.P.)

(b) Alcohol

The effects of alcohol on the health and welfare of Ontario citizens is incalculable, in the form of death, illness and social destruction. Countless thousands of men and women have lost their jobs, families, reputations and even their lives by their addiction to alcohol.

The fact that alcohol is forbidden to young people under 21 years of age is no deterrent. If they really want it they can get it. The Committee found this situation true in all parts of the province according to many sources — including young people themselves. Conversely, much less available to youth is the knowledge regarding the problems alcohol presents.

More and better education regarding alcohol is necessary in the school system. Knowledge regarding the impact of alcohol on the physical, mental and emotional well-being of the individual should be undertaken as part of a socially-oriented course beginning in grade eight and continuing to the final grades of secondary school. The latest information regarding alcoholism and its toll in family disintegration, accidents and health should form the basis of this course, amplified with available treatment programmes and statistics available.

Recommendations

The Select Committee recommends that:

12. Alcohol and other drugs be part of a socially-oriented core of studies in the school system extending from elementary school grades to Grade 13.
13. Complete knowledge regarding the impact of alcohol and other drugs on the physical, mental and emotional well-being of the individual should be made available. This should include the latest information

regarding alcoholism, its treatment and its toll in accidents and effects on health and family life.

(c) Tobacco

There would appear to be sufficient evidence to associate tobacco with serious health hazards, and to warrant the Departments of Education and Health warning young people against this habit through social core courses suggested earlier.

The former Minister of National Health and Welfare, reported in a national conference on the relationship between smoking and disease, in the following manner:

“ . . . the provincial representatives agreed unanimously on the fact that smoking is harmful, and agreed to undertake co-operatively a programme of education and research directed toward young people in this country and their commencing the habit.”*

The Ontario Medical Association, Toronto, had this to say about the effects of tobacco:

“It is now well-established that there is a definite relationship between the use of tobacco and a number of serious diseases, such as lung cancer, heart disease and chest disorders. The fact that in some cases these disorders do not appear until some time after the smoking habit is established does not lessen the seriousness of the physical disabilities produced. Every means possible should be employed to place before the youth of Ontario the health hazard associated with cigarette smoking.”**

Recommendations

The Select Committee recommends that:

14. Tobacco and its effects on the physical fitness of the human body and its medical implications should be part of a socially-oriented programme of studies in the school system from elementary school to Grade 13.
15. In light of authoritative medical evidence respecting the health hazards of tobacco smoking, it would be advisable to restrict the advertising of tobacco products. Also that the Federal Government consider the possibility of ruling that warnings regarding health

* Canada: House of Commons, Debate, 1965, p. 5108.

** Ontario Medical Association (Brief), Toronto, p. 3.

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hazards be printed on every tobacco product, particularly cigarettes.
(Dissenting: Ronald K. McNeil, M.P.P.)

(d) Religion

The Committee concurs with the Department of Education's decision to appoint a Committee on Religion in the Public Schools, to study the various aspects of religion now being taught in Ontario public schools with a view to making pertinent recommendations to the Legislature.

The study will invite briefs, and eventual recommendations to the Minister will probably include improved methods of teaching character building, ethics, social attitudes, moral values and principles. With this study being undertaken under distinguished and informed auspices the Select Committee anticipates an early resolve of this important question.

(e) Government and Law

The school curriculum should include courses in civics and provide opportunities for the student body to gain experience in the democratic process of self-government in as many areas as possible. Some organizations contend that nowhere in our school system are students getting a proper course or proper training in how our government works, or who are those responsible for judicial, legislative and executive matters. How these three government functions are related seems to be a logical part of the school curriculum.

The Committee has observed that many students have no idea of the different levels of government or their respective functions. Also, that many young people are uninformed about basic precepts of the law. Ignorance of the law by young or old has never been held to be an excuse before the law. Thus a good course in civics that would include the study of laws affecting youth, law enforcement and government at local, provincial and federal levels would seem to be a necessary part of youth's education.

Recommendations

The Select Committee recommends that:

16. A course in civics compiled and supervised by the Department of Education be given in elementary and secondary schools to include knowledge of:
 - (a) the law, as it affects the youth of the province, including police, courts and public services;

(b) government at local, provincial and federal levels.

Opportunities to experience democratic methods of deliberation through student government activity should be encouraged in the school system.

17. Occasional periods in civics classes should be set aside to invite police, lawyers and other professionals in the areas of law and government to discuss their particular areas of competence with students.

(f) Driver Education

The Committee is much concerned regarding the high incidence of serious accidents that have been ascribed to young drivers. The following statistics leave no doubt of the vital need for greater understanding of automobile driver responsibilities.

	1964	% of all drivers	1965*	% of all drivers
Total number of licensed drivers in Ontario	2,694,023	—	2,800,000	—
Drivers between 16-19 years	196,664	7.3%	212,800	7.6%
Drivers between 20-24 years	309,813	11.5%	330,400	11.8%

Broken down, these figures assume even more significance:

Percentage of Licensed Drivers by Age Groups 1964

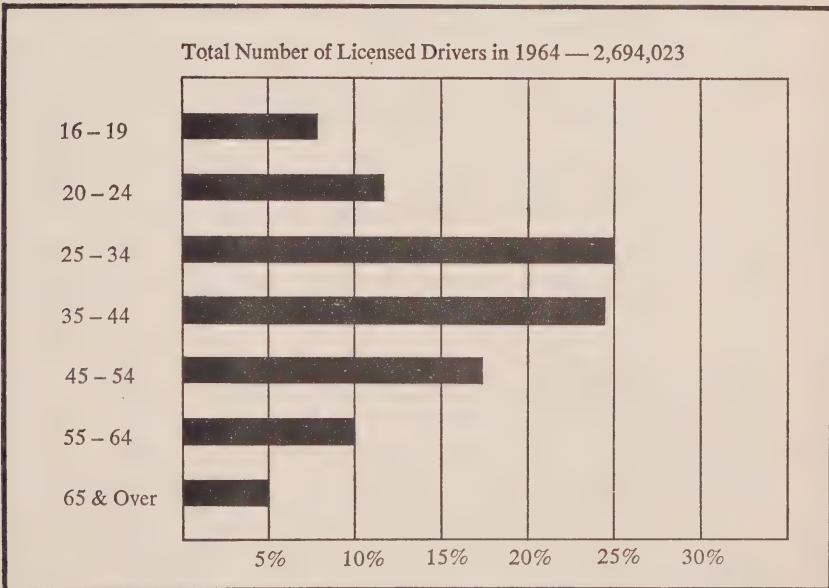


PLATE NO. 1**

* Estimates from the Department of Transport.

** For complete drivers' statistics see page 14.

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Year	Age	Accidents	% of all Accidents	Fatal Accidents	% of all Fatal Accidents
1964	16-19	21,254	11.2	186	10.7
1964	20-24	34,584	18.3	380	21.8
1965	16-19	26,616	12.2	209	10.8
1965	20-24	39,720	18.2	393	20.4

Licensed Drivers Involved in All Accidents By Age Groups 1964 - 1965 - 1966

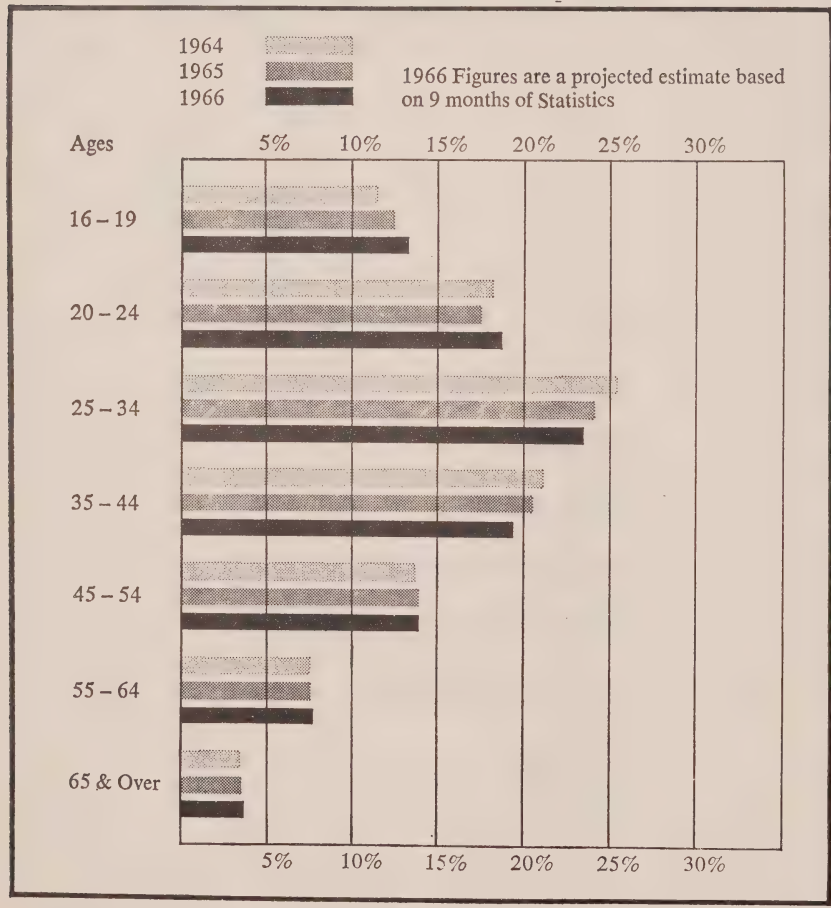


PLATE NO. 2

Note that 12.2 per cent of all accidents and 10.8 per cent of all fatal accidents occurring during 1965 have been attributed to 16-19 year old drivers inclusive, or 7.6 per cent of all licensed drivers in Ontario. Further, 18.2 per cent of all accidents and 20.4 per cent of all fatal accidents in 1965 have been attributed to 20-24 year old drivers inclusive, (or 11.8 of all drivers). This means that 30.4 per cent of all accidents by all drivers in 1965 and 31.2 per cent of all the fatal accidents occurring in 1965 can be attributed to drivers under 25 years of age (19.4 per cent of all licensed drivers).

Included in the above accident figures are those accidents including motor cycles. The breakdown in this area of driving is as follows:

MOTOR CYCLE DRIVING

	1963	1964	1965	As of June 1966 (6 month period)
Number of motor cycle registrations -----	7,741	10,334	24,074	29,375
Number of drivers killed -----	10	8	21	20
Number of passengers killed --	nil	3	11	8
Number of drivers injured ---	560	735	1,889	1,125
Number of passengers injured	126	173	476	287
Number of motor cycles involved in accidents -----	686	867	2,390	1,480

The rapid expansion of motor cycle driving since 1963 can be explained by the introduction to the Ontario scene of large numbers of low-cost imported machines that have caught the fancy of teenagers in this province and elsewhere.

Increased registrations for these light-weight motor cycles soared from 7,741 in 1963 to 29,395 as of June 1966 — an increase of 280 per cent. But the accident record has brought these figures into public focus. During this same period, the number of drivers killed has increased 100 per cent, the number of passengers has risen from 0 in 1963 to 11 in 1965 and 8 in the first six months of 1966.

The number of accidents involving “bike” drivers has increased from 560 in 1963 to 1,125 in June 1966 or over 100 per cent increase in the six-month period of 1966 as compared with a whole year in 1963.

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Percentages of Age Groups Involved in Fatal Accidents 1964 - 1965 - 1966

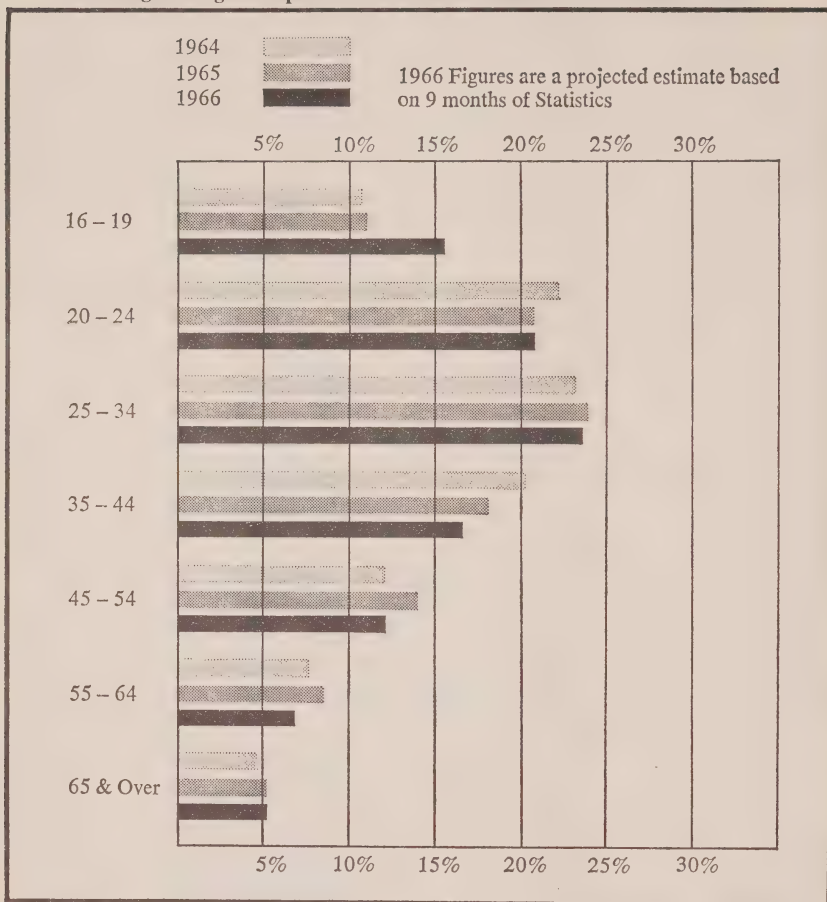


PLATE NO. 3

Obviously then, motor cycle driving is taking an inordinate toll of lives and requires thorough investigation respecting licensing, safety equipment, and adequate driver training.

At present any person presenting himself for a 90 day beginner's permit is allowed to travel the public streets and highways **without any driver training**. No approved safety requirements have been defined by law, and no compulsory driver training has been instituted to date.

The increasing number of accidents among the under 24 age group

during recent years suggests that good driving attitudes and safety habits should be established before young people can be entrusted with the greatest killers of modern times, the automobile and now the motor cycle.

Some schools in urban centres are doing splendid work in Driver Education. Most schools in the province are doing nothing to prepare their students for possibly the most significant experience of their lives — life or death in an accident as a result of their lack of ability and knowledge, or ignorance of simple rules of the road.

Driver Education should be made available to those youth not in school. Driving must be considered by teachers, students and the public as a privilege not a right. Unquestionably, an educational programme at the secondary school level is mandatory in our schools today.

Recommendations

The Select Committee recommends that:

18. Passing of a complete course in Driver Education based on material from an approved drivers' course be mandatory for anyone receiving a provincial driver's license. A satisfactory course for young drivers should include:
 - (a) rules of the road as outlined by the Department of Transport,
 - (b) Highway Traffic Act,
 - (c) Safety principles of driving,
 - (d) courtesy and attitude training,
 - (e) accepted practical training in car handling,
 - (f) complete medical tests for vision, hearing and muscular co-ordination.
19. Because a driver's license is a privilege, not a right, high standards need to be set to reduce driving hazards. For example: A permanent driver's license should be granted only to those persons 18 years of age and over who meet all requirements set out by the Department of Transport, and pass an accredited driving examination including written and practical tests in English or French, where geographically applicable.
20. A provisional or temporary license should be granted to a person under 18 years of age but no younger than 16 years, upon applica-

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tion to the Department of Transport. Such a provisional driver's permit only to be granted upon the applicant passing the prevailing required tests outlined for the permanent driver's requirements.

21. (a) Crash helmets be made compulsory for both motorcycle drivers and passengers.
(b) Crash bars should be mandatory for all motorcycles.
22. A suggested point system for the Provisional Permit holder could be instituted by the Department of Transport with the following stipulations:
 - (a) Instead of allowing the conventional fifteen points upon successful application for this provisional license, three points be granted during the first year and six points be permitted during the second year.
 - (b) By age 18, the Provisional Permit driver be granted the full credit of fifteen points and his permanent license, providing he has not lost his license.
 - (c) In the event of the loss of a license (due to loss of points), before age 18, the provisional license will be mandatory pending two consecutive years of driving without loss of license after re-instatement.
 - (d) The length of time a license may be forfeited after a conviction should be a minimum of six months.

(g) Physical Education

The close relationship existing between physical education and general physical fitness has been recognized by the Committee which has devoted a complete section of this report to physical fitness. The Committee's observations made from a number of briefs submitted indicate the following concerns in the physical education programmes of the provincial school system:

- (1) The present time allotment of 120 minutes a week is a minimum and should be interpreted as requisite for all grades including 13.
- (2) Playrooms adaptable for gymnasiums and auxiliary services should be provided for elementary schools which have none. The entire object of a playroom as an area for physical education is defeated if it is nothing but a converted classroom, or general purpose room.

- (3) A more comprehensive sports programme is needed at the elementary school level and carried through the secondary school system. Such programmes should be introduced for both sexes under qualified physical education personnel and participation be compulsory at least to the level of the individual.
- (4) Measurable individual sports are not accorded the place in the physical education programme of our schools that they should. Too much emphasis is being placed on team sports.
- (5) There is a shortage of qualified women physical education teachers.

Physical education requires more emphasis in all grades in elementary and secondary school programmes. Too few teachers are qualified to teach this subject in elementary classes and no provision is made for Grade 13 students to receive a good (and mandatory) course in physical education.

Physical fitness generally has received little status in the school system as compared with the other facets of education. Scholarships are granted for almost everything else but the need for a well co-ordinated physically fit body destined for long useful life in the community. Facts prove that Ontario is backward in physical education when compared with such countries as Finland, Denmark, Sweden, Germany and New Zealand.

Recommendations

*The Select Committee recommends that:**

23. Every elementary school teacher should have physical training qualifications to meet a minimum standard of physical education requirements for students in the elementary schools.
24. More incentives be given to encourage elementary teachers to gain proficiency and qualifications in physical education and thus raise standards in this subject.
25. Elementary and secondary school building programmes should consider the special needs of physical education classes.
26. Physical fitness is a continuing and desirable characteristic. The final year of secondary school is felt to be as important as any

* Further detailed recommendations on the whole aspect of physical fitness in Ontario will be dealt with later in this report under the Physical Fitness Section, p. 243.

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other to inculcate the principles of good health and fitness through physical exercise and planned physical education. Therefore, the Department of Education should make this subject available in the final year of high school for those who wish to take it.

Guidance and Counselling

With the increasing complexity of educational opportunities and the social pressures at work on young people both in their homes and interpersonal relationships, a great need has arisen for professional guidance in these matters.

The Heads of Guidance Departments in the Senior Secondary Schools of North York Board of Education, Toronto, show this concern in their brief, part of which reads:

"Guidance, like education itself, is a continuous process and should be provided for the child at each stage in his development. At the elementary school level, guidance should have a "preventive" emphasis so that problems, of an academic, social or emotional nature, may be identified and dealt with at an early age, (both by well-qualified teacher-counsellors and, where necessary, by school psychologists)."

(P. 8 of their brief)

This submission reflects the need for more and adequate guidance and counselling services at all levels of education which is also a dominant theme in other briefs.

There are virtually no guidance personnel attached to elementary schools throughout the province. Many children enter secondary school with inadequate counselling regarding their aptitude or understanding in the selection of available courses in the high school commercial, academic or technical programmes. As a result, little insight has been used to guide the student concerning the implications of these courses for them. This pattern to a lesser degree is perpetuated in the secondary schools where, unfortunately, the number of full-time guidance personnel is so small it is virtually ineffectual.

It is in the secondary schools that the results of lack of guidance is most noticeable. Many students find themselves ruled out of courses of their choice because they don't fully understand the course requirements for certain university admissions. Often, technical subjects have been overlooked that would have had real value for those destined for Technological Institutes. There has not been enough time or personnel

to assist students to sort their way through a complicated, ever-changing course structure.

In our universities, professional counselling services are practically non-existent. In one community college in California, there are more professionally-trained counsellors than all the universities in Ontario (1964). Fortunately for students, some Ontario universities are planning to correct this lop-sided situation.

There is abundant proof of the great need for more guidance personnel to help teachers quickly pick out children with emotional and other problems in the learning environment. These children can then be referred to appropriate remedial services for help, within or without the school programme. Unproductive educational careers are often thus avoided. (See *Counselling Trends*, P. 162.)

Recommendations

The Select Committee recommends that:

27. More guidance personnel are required in elementary, secondary and post-secondary educational institutions, though the emphasis will vary in each. In secondary institutions the accent is on vocational guidance, while in elementary schools, it is more on social guidance. (Ratio of guidance full-time personnel to students should not exceed 350-500 students per guidance counsellor.)
28. Guidance counsellors should be full-time guidance personnel, not teachers of other subjects or otherwise employed in the institutional programme.
29. Guidance personnel should have training in applied basic psychology and casework principles at Teachers' College and Ontario Colleges of Education.
30. Guidance staff should establish formal liaison with local industrial personnel and Canada Manpower Centres.
31. Secondary guidance teachers assist those students in the elementary schools in their districts, particularly in grades seven and eight to ensure that all students are made fully aware of the choices of subjects available to them at the secondary level and the extent to which such courses lead to post-secondary education.
32. The Department of Education implement a crash programme to recruit and train additional guidance counsellors.

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Extended Guidance and Diagnostic Services Attached to School Systems

The problem does not end with guidance personnel, who in some respects are only the beginning of the solution. Both diagnostic and treatment services are needed in the Ontario school systems. Leaving the responsibility of identifying deep-seated mental and emotional problems to the non-professional behavioural science worker, is most unsatisfactory. As the Toronto Board of Education's Child Adjustment Services points out:

"To meet the needs of youth in our schools who have learning difficulties and to prevent the development of attitudes in younger children that will lead to drop-out when they are in their teens, there is urgent need for the services in the schools, of such experts especially trained teachers of reading, psychologists, social workers and psychiatrists. Help of the types provided by such workers should be available to every school child in Ontario who needs it, and grants to local school boards or other measures to help provide such services should be used by the Department of Education to this end."

(P. 19-20 of its brief)

As well as good guidance procedures in our school system, other submissions reveal the urgent need for clinical diagnostic services including psychiatric, psychological, and social work personnel to work in co-ordination with guidance staff in the schools. For only professional diagnostic services can determine accurately the needs of some children in all school areas. Admittedly, professionally-trained behavioural science personnel (psychologists, social workers and psychiatrists) are scarce. One solution is to use available workers as consultants. And while it is unlikely that every school area will be able to maintain a personalized and exclusive service of its own every school should have access to at least a partial diagnostic service. This is most important.

Recommendations

The Select Committee recommends that:

33. All school districts in Ontario provide either Child Adjustment Services for diagnostic purposes or where these services are impractical (areas of small school population), a collaborative relationship be established between a mental health clinic and the schools in the district with appropriate emphasis on the priority that should be given to school children. In order to ensure the establishment of Child Adjustment Services throughout the province, suitable provincial grants must be made available.

34. School teachers generally receive more training in the behavioural sciences to better equip them in detecting the various types of learning disabilities and behavioural problems of children. Thus, their ability to refer and confer with professional diagnostic services would be enhanced.
35. Psychologists and social workers should be utilized in counselling roles between the home and the school and between teacher and pupil.

Teacher Training

The teacher is a hard-pressed worker in our society. Teacher training then must include studies that help them to quickly detect any abnormal forms of childhood behaviour that they encounter in the classroom. Such behaviour should be diagnosed early to provide the maximum remedial efforts at the appropriate time. This teacher knowledge could prevent the many hazards that occur to individual children who go undetected from year to year in classes that can be of little benefit to them due to the nature of their mal-functioning such as the perceptually handicapped, the emotionally-disturbed, retarded and many others.

The Committee was informed of the need for more professional training for elementary school teachers. Social planning councils, school boards and others feel that elementary teachers' training courses should be extended to two years where a B.A. degree is not prerequisite. Training should include enough mental health content so that teachers will be aided in understanding child behaviour and identification of the emotional needs of children at early ages.

There is an obvious lack of guidance training facilities in this province, at the graduate level. Although one can get a master's degree in history, English, psychology and others, it would be difficult to obtain one in guidance in our schools.

Many teachers, school organizations and individuals have pointed out these fore-mentioned teacher-training needs in our educational system.

The importance of teacher personality in the teaching role has been drawn to the attention of the Committee and the need for more emphasis on analysing a teacher's ability to work **with** and **for** students. This ability may be more important, than impressive academic qualifications, in engaging and holding a child's interest in subject matter. The

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quantity or quality of what a student absorbs, ultimately may have little bearing on whether he likes the subject or will ever wish to continue studying it. A teacher's ability to interest a child in a subject may determine his career. This facet of a teacher's capabilities has not been sufficiently stressed, in our opinion, and should rate high priority in pedagogical assessment and training.

We have previously mentioned that elementary students are not provided with an adequate course in physical education. Many teachers giving such instruction are not properly trained or, when they are, are too few in number. Most Grade 13 students are not receiving even a minimum of physical education which has further reduced the importance and status of physical fitness in the critical years of academic life. A programme which does not include a good course in physical education can hardly subscribe to the basic philosophy of "... a sound body, and a sound mind".

At university level, students and others have observed that there appears to be a proneness to employ professors who are more concerned with research and literary achievement than upon the basic responsibility of teaching under-graduate subjects. Teaching ability is required at the university level as well as any other, it is suggested.

Recommendations

The Select Committee recommends that:

36. Teachers require more training in the behavioural sciences of applied psychology, child development and sociology at the Teachers' College level because of the pedagogical implications of these subjects.
37. There be a general upgrading of elementary teachers' training for those teachers who, at the present time, have not had the benefit of a liberal arts degree. It is further recommended that as soon as it is practical no one may enter the teaching professions at the elementary school level without holding a university degree.
38. Universities be encouraged to establish undergraduate facilities with courses leading to a degree in Education. To achieve this recommendation, the Department of University Affairs must ensure that sufficient universities in Ontario open a degree-granting Faculty of Education no later than the fall of 1968.

39. More emphasis be placed on the important aspect of teaching ability, which is related to teacher personality, adaptability and the desire to teach for its own sake. This factor must receive the attention it deserves in teacher education, salaries and advancement, in order to achieve a high degree of teaching efficiency.
40. University teaching staff receive pedagogical training and assessment regardless of their qualifications, particularly those teaching undergraduate courses.
41. Provision to include in elementary and secondary teacher training the subject matter outlined in courses, involving social core subjects such as family living, sex, civics, etc., should be undertaken by Teachers' Colleges and Colleges of Education.
42. All elementary teachers entrusted with the teaching of physical education be trained in the subject.
43. Physical training, related as it is to the general fitness of youth, should be taught in the secondary school system, on an adequate course-content basis, along lines suggested by the Physical Fitness Committee brief submitted to the Select Committee on Youth. Due to the serious problem of unqualified teachers, every avenue should be explored by way of refresher, summer, extension and workshop courses that will produce more and better qualified physical education teachers.
44. High priority be given to teacher training in courses directed towards teaching children with physical, mental and emotional handicaps. Credit, by way of salary increment, should be given to teachers who specialize in such courses, and the courses should be available during the summer months.

Community Use of School Facilities

Since most schools are public institutions, it has been indicated by nearly all communities visited that much wider use should be made of such local resources after school hours for recreational, sports and cultural activities on a neighbourhood basis.

There is no doubt that all publicly-owned facilities including school buildings and park areas should be made available for broad community use. Local authorities should be urged to promote co-operative use of existing space and facilities and joint programme planning and maintenance

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by all local groups concerned. The Committee, particularly recognizes and appreciates the increasing availability of school facilities for physical fitness programmes. It recommends that steps be taken to extend the availability of such facilities with provision for government assistance to local boards for additional expenses involved.

The public's awareness of the desirability of using school facilities to improve service to youth and families on a neighbourhood basis, was demonstrated in many Committee briefs. Obviously, utilization of a well-equipped school is far more efficient than building a new community centre. Money thus saved could be used to boost the budget for better staffing and equipping the schools used for after-hours community programmes.

Any action which all levels of government might take to encourage the design, construction and the use of multi-purpose school buildings would have the effect of immeasurably increasing the number of facilities for youth activities and programmes. Some provincial municipalities are indeed following this progressive concept. Recreational activities (variously sponsored) are being undertaken and encouraged by their respective boards of education within the school areas and utilizing school facilities.

However, there are too few municipalities in Ontario doing this. Expensive buildings and equipment lie dormant in many areas after school hours, on Saturdays and for months during the summer. Joint efforts by boards of education and local councils should ensure the multiple use of school buildings and facilities. Grants for educational construction should dovetail into neighbourhood recreational needs, for example, outside locker rooms for school swimming pools, planned recreation rooms for craft and community-oriented programmes within the school and playground facilities on a community planned basis.

Recommendations

The Select Committee recommends that:

45. School boards should make available school facilities to responsible groups within their community at token rates.
46. Provincial and municipal assistance be given to encourage the use of school facilities by community recreation groups.
47. A co-ordinated, provincial grant structure be introduced for school and recreational joint efforts that can be undertaken within the com-

munity for capital expenditures that are of mutual benefit such as, swimming pools, auditoriums, libraries and play areas.

48. Joint planning between school boards and municipal parks and recreation authorities be mandatory when considering future school building designs to eliminate overlapping expenditures.

Education Information Service

There appears to be a need for better communication on educational matters between school officials and parents, law enforcement bodies and young people. A general information centre is required that can provide information to youth and their parents on many important subjects. Such information would include physical fitness, vocational training, scholarships and bursaries, job opportunities, smoking, alcohol, and available youth and family counselling services to name a few.

An important factor in education information concerns image. Some youth organizations need help in publicizing their programmes and objectives. A more positive image of the Boy Scout movement, Girl Guides, Y.M.C.A. and Y.W.C.A. and others should be promulgated by school teachers and other authorities. This would stress the advantages of being able to socialize in their own kind of youthful environment. A Department of Youth would appear to be the appropriate body to organize and implement such a programme.

Recommendations

The Select Committee recommends that:

49. An information collecting and distributing programme on youth matters should be undertaken by a Department of Youth of the Provincial Government to acquaint the public regarding all youth services and special educational programmes available in the province.
50. More attention be given by teachers and senior school officials in obtaining information regarding scholarships and special assistance programmes. This information should be well known to all teachers and students.
51. Participation in worthwhile youth organizations — Boy Scouts, Girl Guides, Y.M.C.A. and Y.W.C.A., etc. should not be discouraged by school officials.

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Compulsory School Age

Although there is every reason to encourage young people to stay in school longer than the legal age of 16, a democratic state can only rely on persuasion. To legislate attendance in school to a certain age is possible, but it is impossible to legislate the attainment of any given level of education. The primary concern here is the drop-out. In dealing with this problem, persuasion, not legislation seems to be the appropriate solution.

In some cases, however, good students are having to leave school because of lack of money for clothes, and pressing family needs. Thus there appears to be cause for financial assistance to be made available to the particular education authorities to help such worthy cases.

The Committee concurs with the Department of Education's campaign to encourage young people to continue their studies beyond the compulsory age of 16. More emphasis should be placed on the many advantages other than financial that accrue to those who have a better education.

Recommendations

The Select Committee recommends that:

52. More emphasis should be placed on the advantages, other than financial, that accrue to those who improve their education. In this respect the Committee concurs with the Department of Education's campaign to encourage students to continue their training beyond the age of 16.
53. In view of the increasing importance of education, in all fields of endeavour, a comprehensive study be undertaken to determine the appropriate school leaving age.
54. A matching grant be provided to subsidize boards of education to assist children who are unable to continue their education because of financial hardship. Such hardship should be determined by the local board of education.

School Grants

Some Ontario school areas are dissatisfied with the capital grant structure as it effects school building programmes.

If additional provincial grants were available it would spark incentive to local boards of education to augment the services provided. The fact

is that gymnasium and gym-auditorium construction costs during recent years have spiralled with which the grant structure maximums have not kept pace. Change rooms, shower rooms and storage space, have not been included in approved costs. The Committee feels that construction grants for these purposes should be reviewed to bring them in line with increasing construction costs. School grants to municipalities for the building of gymnasium-auditoriums should be reviewed with a view of raising the existing amounts from \$20,000 to amounts more consistent with current building costs.

Recommendation

The Select Committee recommends that:

55. The Department of Education continue to review the capital grant structure affecting municipalities that are faced with higher building costs which the present grants were calculated to meet. The ceilings on such grants are not realistic in the light of present day construction costs and need adjustment upwards.

Auxiliary Education Services

Education services for many handicapped children are either non-existent or insufficient. These provincial services (which include institutions working with children who are emotionally disturbed, retarded, hemophiliacs, those with learning disabilities and others), are not uniformly assisted in our present educational system. This has resulted in inequalities of service to the children affected.

No adequate reasons have been advanced as to why the education of adult immigrants should be provided by the Citizenship Division of the Department of Provincial Secretary and Citizenship. The Department of Education would seem to be the most logical supervisory body to provide facilities, teachers and a co-ordinated programme for the young immigrants as well, the Select Committee believes. The principle of Federal-Provincial assistance presently accommodating adult immigrants, should be worked out with the boards of education that require such financial help with immigrant students.

A concept that is gradually emerging from the public conscience is that responsibility for teaching and maintaining residential remedial educational institutions for all handicapped children is a public responsibility, a view with which the Select Committee concurs.

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Out of the submissions on this subject and deliberations of the Committee has come a realization that all children, regardless of their handicaps, must be given equal opportunity to learn and enjoy an education consistent with their capacity and desire.

Finally, there is the area of supplementary courses for children who fail subjects during the school year. Here it would seem appropriate to provide such students with summer school instruction in those courses failed, and within the communities where they live. Frequently, this is not possible and a year of schooling is lost as a result.

Recommendations

The Select Committee recommends that:

56. The Provincial Government through the Department of Education has the responsibility for teaching handicapped and emotionally-disturbed children, regardless of where they reside in the province. This will introduce new dimension to equality of opportunity in education.

- (a) Some children may be taught effectively within the normal classroom by a teacher with special training. Specific grants should be available for such students.
- (b) Some children can be taught within the existing system; but will require quite separate special classes. These classes should be financed on a shared basis between the municipality and the provincial government.
- (c) Some severely disturbed children will require residential treatment in either existing residential facilities or in new facilities provided by the Department of Education.

In the former instance, the Department of Education will assume responsibility for those institutions presently served by the Department of Public Welfare in Schedule 3 and 4 of the Regulations under the Children's Institutions Act.

57. Schools for retarded children be incorporated into the local boards of education.

58. All immigrant education be placed under the Department of Education.

59. The provincial government provide every area of Ontario on a regional basis with clinical diagnostic services. Where existing services cannot be expanded, new facilities must be made available with provincial subsidies being provided up to 100 per cent of their costs. Certain of these services will be in the form of expanded public health facilities in the area of mental health clinics and Ontario Hospitals and general hospital clinical services.
60. All secondary school students have access to summer school classes on a voluntary basis to make up subjects failed during the school year.
61. Blind students should have greater opportunity to avail themselves of university entrance, such as being taught the final year in high school at the School for the Blind.
62. Correspondence Courses of the Department of Education be made available to the blind in Braille.
63. Research be undertaken to assess the appropriate methods to reach the handicapped child (hemophiliacs, spastic paralytic and other groups), which can be reached with modern equipment.

Language and Citizenship Education Programmes for New Canadians

How to integrate New Canadians successfully into the provincial community is largely an urban problem and one particularly affecting Metropolitan Toronto. Why? Because over 60 per cent of New Canadians coming to Ontario locate in Toronto. Many of these New Canadians have no working knowledge of English. What happens is that they tend to cluster in areas or ghettos chiefly populated by their own ethnic group, and where English is rarely spoken.

Adult immigrants themselves are reasonably well provided for by special language courses thanks to the combined efforts of the Federal Department of Immigration and the Citizenship Division of the Department of the Provincial Secretary and Citizenship. It is a different matter with the children of these New Canadians, however. Many of them are not able to learn the new language fast enough or adequately enough to meet public and high school grade levels. Consequently, they often become early drop-outs, which seriously affects their future vocational opportunities.

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As the Citizenship Division of the Department of the Provincial Secretary and Citizenship points out in its brief to the Select Committee:

" . . . school boards should be encouraged and assisted in the operation of summer programmes to which any immigrant child of school age applying should be admitted as is the practice with language classes for adult immigrants. To make this programme effective, liaison would need to be established between local school boards, immigration offices, ethnic organizations, social welfare agencies and church groups, in order to ensure that immigrant children arriving in Ontario during the spring and summer months are advised of, and directed to, the summer schools, as well as, those already registered in schools." and, "That a broad province-wide approach should be taken to the whole problem of language training for immigrant children rather than the present piece-meal and unrelated efforts on the part of local school boards, schools or individual teachers.

"Local school boards should be encouraged and assisted to experiment with a variety of complete or partial withdrawal programmes of language instruction to determine the most efficient method of integrating the non-English speaking immigrant child in the school academic programme."

(P. 19-20 of its brief)

The Department of Education is to be commended in providing funds to those local boards providing special training for immigrant children, but the local boards must make every effort to provide teaching facilities to accommodate this acute situation.

Recommendations

The Select Committee recommends that:

64. A broad province-wide approach be taken to the problems of language training for immigrant children and adults. This programme should be under the direction of the Department of Education.
65. Year-round courses in English for immigrant children be undertaken with special emphasis on classes during the summer months.
66. An extension of the Federal Government's assistance in the adult education programme for immigrants be applied to the education of immigrant children (cost of books, etc.).

Indian Education

The growing Indian population in Ontario presents a serious dilemma in many areas of responsibility which are variously ascribed to the

Federal and Provincial governments. Education, primarily a provincial responsibility, has its Federal counterpart on Indian reservations in the form of special schools. The many Indians living outside the reservations obtain their education through provincial schools.

The Indian-Eskimo Association points out the following problems:

- “(a) There are a considerable number of Indians in the Northern regions of Ontario who are illiterate and unable to speak either English or French.
 - (b) The majority of Indian youth in the North leave school with Grade 3 or 4 or less. They are unable to benefit by upgrading and re-training programs offered in the Province which requires Grade 6 at least.
 - (c) The standard of teaching service is below the desirable level: Well-qualified teachers do not usually go to the hinterland. Further, most of the teachers enter the work without knowledge of the Indian culture and too often do not try to understand the Indian. To alleviate this problem in Saskatchewan, special courses are given to teachers going into Indian work.
 - (d) Due to bad housing, most Indian children have no quiet place to do homework, which leads to discouragement and “drop-out” when home study becomes essential.
 - (e) Very few Reserve schools have kindergarten. Starting later, Indian children are usually one or two years behind their white counterpart.”
- (P. 9 of its brief)

At the time of this report, there is some evidence that a major effort is being undertaken to assist the Indian population of the province educationally and vocationally.

Some Indians prefer to work outside the reservation. Here it is felt that the public needs to be educated in accepting Indians who wish to become part of the country's work-force. Conversely, a programme that can help the Indian help himself on the reservation, is essential for those Indians who wish to keep their identity by maintaining the Band. The Port Crocker and Curve River Reservation efforts in producing Indian handicraft on a community basis shows what can be done to make outstanding contributions towards self-sufficiency. Such an effort fosters the traditional craft skills of the Indians and can be cited as an example of what is possible in this area.

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The Indian Reservations have either not been encouraged to communicate or have not made the effort to keep in close touch with each other. This much-needed communication could establish joint goals for the Indian people of our province with consequent raising of educational, health and general welfare standards.

Recommendations

The Select Committee recommends that:

67. Equality of opportunity in education, recreation and job opportunities be provided for our Indian citizens.
68. Efforts be made to facilitate better communication between Indian Reserves by a Department of Youth to assist Indians to achieve common goals.
69. Every effort be made by the respective governments, Federal and Provincial, to fill the vacuum that exists when two levels of government find themselves responsible for the health, welfare and education of our native Indian population.

Federal Office of Education

Much more co-ordination and co-operation is needed between provincial departments of education across Canada in the interest of uniform education. The Committee believes that a Federal Office of Education could effectively: (a) represent Canadian education internationally (b) co-ordinate and disseminate educational information (c) work towards a more uniform educational content and teacher qualifications for Canada as a whole (d) sponsor and stimulate educational research.

Although it is recognized that educational matters are the responsibility of each province of Canada by virtue of the British North America Act (1867), there has been growing awareness that the Federal Government has a role to play in this very important area.

Discussions and briefs submitted to the Committee show that there is an increasing need to co-ordinate education across the country. Students moving from one province to another are confused and frustrated by the dissimilarity in the various provincial educational systems, regarding course content, standards, grade systems and regulations.

Lack of co-ordination in a major area such as education is not in the national interest. It does not provide the best educational training the provinces are collectively capable of. Neither do periodic and sporadic conferences between provincial educational bodies, form the substitute for a National Office or Department at Federal level. The availability of such a Federal Office could do much to represent education internationally as well as interpret education within our own national boundaries. At present there are at least ten different concepts, one for each province which results in confusion regarding university admission requirements across the country.

Recommendations

The Select Committee recommends that:

70. The Ontario Government request the Federal Government to establish an Office of Education.
71. Such an Office of Education should promote comparable educational standards across the country in order to facilitate the mobility of both students and teachers from province to province.
72. A Federal Office of Education should collect and disseminate educational information on a national basis.

Community Colleges (Colleges of Applied Arts and Technology)

The need for regionalized Community Colleges in Ontario is undisputable. Two other provinces already use this important medium of post-secondary education. Many areas visited by the Committee have noted the lack of adequate training facilities for students who have acquired at least four years of high school and many having acquired five years successfully but who have been denied entrance to universities in the province.

In the Select Committee's Progress Report to the Legislature (April, 1965), the emerging need expressed by agencies in many Ontario municipalities for a truly community college system in Ontario was outlined by the Committee for the first time.

The above submissions together with visitations by the Committee to a number of community colleges in California and one in Michigan has impressed upon the Committee the need for a broader post-secondary educational programme in Ontario.

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Such a programme appears necessary in the light of the limited number of our students who are advancing to higher educational levels as compared with those students completing Grades 12 and 13 in the secondary school system. Approximately 12 per cent of these students are being accepted into universities of this province, which differs substantially from the experience of areas visited by the Committee.

As the Committee's Progress Report said:

"The modern concept that education is a continuum and does not end with formal education requires more extensive opportunities for the youth and adult training than ever before."*

It is commendable that the Department of Education has, and is expanding Technological and Trade Training at this time, as well as having introduced a Bill enabling legislation for the establishment and operation of a System of Colleges of Applied Arts and Technology (June, 1965). Several of these colleges are now in operation.

Many students' academic careers and vocations are hanging in balance during the interim. The Committee is concerned that many students of good potential for post-secondary education are not being accepted by universities in Ontario. This is an urgent matter, and the implementation of the proposed programme of Colleges of Applied Arts and Technology should be given immediate attention.

Some Ontario universities are unable to admit the many students who have attained passing standards but have not met university admission standards in their final secondary year. It would appear necessary then that provision should be made for those students who wish to pursue the Arts and Technical degree courses they seek in a community or junior college setting (Colleges of Applied Arts and Technology). If they establish themselves during a two-year period as being capable of university work it would seem only right and logical that they be permitted to continue their courses at one of the province's universities and credit be given for the work already completed.

Leland L. Medsker, who is a leading authority on community colleges and Acting Chairman, Center for Research and Development in Higher Education, University of California, states in a paper given in Toronto, May 30, 1966, to a seminar on Community Colleges:

" . . . restraints on access to higher education stem from many factors. However, one point is clear: to the extent that college op-

* A Progress Report, Select Committee on Youth, p. 13, Toronto, 1965.

portunity can be provided at low cost close to where potential students reside, the more likely are the restraints to be eased. This is all the more likely to be true if the college in question, 1) operates on an open-door policy and, 2) provides a variety of programs suitable for a diverse clientele. As have other agencies, our Center has conducted some research on this matter. In one major, fairly massive study of some 10,000 high school graduates we found that in communities with community colleges, a higher percentage of high school graduates, particularly men, entered college than in communities with other types of colleges or with no college. While the community colleges drew from all levels of ability, it was also true that in the communities with junior colleges the highest percentage of high ability graduates continued their education. The influence on college attendance of the community college was particularly great among middle and low socio-economic groups. Of special interest was the fact that the community college drew heavily from the high ability group from lower socio-economic levels. The easing of access appears to work in various ways. There is evidence that the mere presence of an open-door comprehensive college in a community tends to condition young people at an early age — and their parents too — to think and plan in terms of college.”*

In this same paper Medsker refers to T. R. McConnel's book *A General Pattern for American Higher Education*, in which he says:

“The ambiguity of the role of the unselective junior college is inherent in its service as a comprehensive community institution. In a hierarchical system of higher education, it protects every student's ‘right to try’. In spite of its heterogeneous population, it is judged by one segment of its community, by many of its own faculty, and by the academic world in general by its ability to prepare students for successful work in four-year institutions. Another part of the community evaluates it by its effectiveness in supplying technicians for local industries, businesses, and professions. It is in effect a great distributive center, selecting after admission the students capable of succeeding in four-year colleges and giving them an academic regimen, while at the same time coping with the ‘latent terminals’ and encouraging as many of them as might profit from it to shift to an occupational curriculum. All this the junior college must do without making the screening function too obvious. Nevertheless, despite

* Paper given at a seminar sponsored by the Canadian Association for Adult Education in co-operation with the Canadian Teachers' Federation, the Canadian Education Association, the Canadian Association of University Teachers, and the Association of Universities and Colleges in Canada, by Leland L. Medsker, University of California, May 30, 1966.

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its many-sided character, it should be able to attain a better identity and a clearer status by articulating its multiple responsibilities for itself, its students, and its community.”*

Many Ontario communities are finding that numbers of their students are going to American Junior Colleges for college courses that are not offered near them or cannot be obtained because their passing marks in Grade 13 do not make them eligible to attend Ontario universities.

In Ontario the prospect of including university programmes in the Community College syllabus has not been entirely excluded as indicated by the following clause of the Education Act** which states:

“Subject to the approval of the Minister, a board of governors of a college may enter into an agreement with a university for the establishment, maintenance and conduct by the university in the college of programs of instruction leading to degrees, certificates or diplomas awarded by the university.”

With the serious shortage of professional behavioural science personnel, such as social workers, psychologists, sociologists and psychiatrists (see section of this report on Counselling), there is an urgent need for as many arts graduates as it is possible to train. The opportunities would appear most favourable for those students to obtain their initial undergraduate training in an arts course in Colleges of Applied Arts and Technology. In practical social work technician courses, it would seem appropriate for students to receive instruction in these courses at Colleges of Applied Arts and Technology (Community Colleges).

Recommendations

The Select Committee recommends that:

73. Colleges of Applied Arts and Technology be undertaken immediately in those municipalities in greatest need, and that much of the curriculum should be designed to meet the needs of the local areas. These sites should be selected, the buildings erected and the programmes implemented as quickly as possible.
74. Such colleges should include in their curriculum:
 - (a) Trade and apprenticeship courses.

* McConnel, T. R., A General Pattern for American Public Higher Education. New York: McGraw-Hill Book Company, Inc., 1962.

** Department of Education Act, Section 14a, Subsection (5), R.S.O., 1960 as amended in 1965, Refer Chapter 28, Section 1, 1965.

- (b) Where practical, technological courses designed to give credits to those who wish to continue their training at the university level.
- (c) Extensive semi-professional courses in the para-medical and social science fields (dental assistants, technicians, welfare workers).
- (d) Academic courses leading to university degrees designed to give credits to those who wish to continue their training at the university level.

(N.B. The following members, Murray Gaunt, M.P.P., Stephen Lewis, M.P.P., Richard Smith, M.P.P., and Bernard Newman, M.P.P., expressed dissent respecting recommendation No. 74. They feel that in addition to the above recommendation — “The Minister of Education, through his Department of University Affairs in consultation with representatives of Colleges of Applied Arts and Technology, and universities concerned, be responsible for ensuring that university credits be given on a subject for subject basis to students wishing to proceed to a degree in science or arts courses upon transfer from a College of Applied Arts and Technology to a university in order to complete such degree requirements”.)

- 75. Modern education is a continuum requiring more opportunities for adults and young persons. The Colleges of Applied Arts and Technology should have extension and evening courses to meet the special needs of the areas they service. Upgrading of occupational skills and productive use of leisure time through such courses can help youthful and adult citizens enjoy a fuller life and make greater contributions to their communities.
- 76. Adequate counselling facilities be provided in each college to assure proper screening of students for appropriate courses.
- 77. A study be undertaken to determine how many Ontario secondary school students leave the province for post-secondary education and why.

Grade 13

Grade 13 has presented many students with major problems for many years. This was due to a system of departmental examinations being made a compulsory requirement for students' graduation from high

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school and admission to university. The Department of Education now plans to abolish departmental examinations with their cumbersome marking systems, long delays in forwarding results to students and the questionable validity of such a system's true measurement of student capabilities. The Committee was most gratified with this decision.

In 1913 our high schools featured a lower school of two years, a middle school of two years and an upper school of two years, (six years of secondary school training altogether). In 1921 the upper two years were reduced to one, which became the Grade 13 of later years.

From Grade 13 a student could enter any university honour course in Ontario with a **passing mark only required**. Students could enter a four year pass course from Grade 12 with a passing mark only. By 1955, a student required Grade 12 (Junior Matriculation) and five subjects of Senior Matriculation (Grade 13) to be admitted to an Ontario university to pursue a three year pass course (reduced from four years in most universities).

Since 1949 the Grade 13 examinations administered by the Department of Education have been the only criteria for Ontario university admissions (with minor exceptions). As a result the final year of high school has become more and more a "pressure cooker", for thousands of Ontario students. They have had to face the possibility of the elimination of their ambitions to attend an Ontario university as the result of a two-week period in June spent trying a set of examinations neither set nor marked by anyone who knew anything about their individual potential as prospects for advanced education.

It has been decided to correct this situation from 1967 onwards by allowing the local teachers to mark final papers and decide on the eligibility of high school graduates. Thus, the demise of an inequitable period of educational opportunity for Ontario secondary school students.

In spite of these advances, students may achieve passing marks on all their Grade 13 papers and not be accepted in a first year course in the majority of our universities today.

There is no doubt that Ontario is losing many students to the universities in the United States who have undeniable capacity for post-secondary school training. Many Canadian graduates stay in that country. These are young people who could have made valuable contributions to this

province in all areas of educational endeavour, if a proper assessment of their capabilities had been made regarding university training in Ontario.

Recommendations

The Select Committee recommends that:

78. The present trend of eliminating the unrealistic standards of Grade 13 by the Department of Education be continued.
79. The Department of Education should take steps to condense elementary and secondary school programmes into 12 years rather than 13 that will meet university admission requirements and provide a useful standard of education for other post-secondary schools and make our educational system consistent with the other Canadian provinces.

Programme — 5

This important programme under the Technological Trades Training Branch of the Department of Education, is probably the most far-reaching of a number of special educational courses given in Ontario. It is specially designed for the upgrading of educational qualifications of the unemployed, the immigrant and school drop-outs.

It is gratifying to note the reduction in the waiting period required for immigrants to enrol in the basic skill courses (30 days now instead of the previous one year). This has enabled New Canadians to adjust themselves vocationally more easily than formerly.

The Committee congratulates the Federal and Provincial Governments for the eminently-progressive Programme 5. Briefly, this programme consists of:

“ courses that are operated by municipalities for those unemployed because of lack of basic skills. One of the major emphasis is to provide the knowledge basic to skill development. These courses are not tied in with apprenticeship of the designated trades. In the majority of cases, the courses are provided in the afternoons and evenings after the regular school day programme is finished. The students are paid a training rate per day depending on marital status.”*

* From the Report, Continuing Education Opportunities by Sources, by Dr. Walter F. Koerber, April 22, 1964.

Except for changes in enrolment, Programme 5 as defined above remains essentially the same. Source: Technological and Trades Training Branch, February, 1966.

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The courses are operated in 44 centres throughout Ontario. The peak enrolment in 1966 was over 10,000. About 90 per cent of those completing the course are employed.

A worthwhile improvement in the present programme would be the establishment of a residentially-oriented Programme 5 for young people living too far away from the existing institutions to commute, and for those who are economically, socially and culturally deprived. These accommodations would require good social and recreational facilities to provide a healthy outlook for students while in training. Primary counselling services would be required to ensure that students were appropriately introduced to their courses and well motivated. At the conclusion of training, close identification with Canada Manpower Counselling Services should be promoted with special vocational counsellors being attached to this service in those areas where it is not presently being done.

Many young people that might come to a Programme 5 residential training centre would receive training that may equip them vocationally for employment in other than their home areas. This would be a positive and worthwhile advantage. Many persons are now unemployed and untrained because there are no jobs or training facilities in their own communities and thus no incentive to become trained.

Such a residential programme should involve subsidies to students and their dependents similar to those paid to students in American Job Opportunity Centres like Camp Kilmer, New Jersey, U.S.A.* i.e.,—

“ thirty dollars a month cash is provided as well as a readjustment allowance of \$50.00 per month, this latter is paid when the student leaves J.O.C. He may stay for a period of two years acquiring education and trade skills. The student can send up to \$25.00 of this allotment to dependents. When a student elects to send this money to dependents, the J.O.C. will match this amount. Students are taxed on all moneys they receive in excess of \$600.00 a year. There are no exemptions. He receives \$7.25 twice a month the balance goes for social security and income tax.”

Recommendations

The Select Committee recommends that:

80. A residentially-oriented Programme 5 be introduced at a central location in this province with appropriate allowances for trainees

* Pamphlet — Camp Kilmer — Edison, New Jersey. U.S.A., A Visitation of the Select Committee on Youth, December 6-7, 1965.

and their dependents. This could be located at surplus military camps, such as Centralia.

Educational Exchange Programmes and Tours

A more extensive use of the student exchange, and reciprocal tours as an educational tool has been advocated by some briefs. Others recognized the merit in social and educational exchanges between the youth of our Canadian provinces. Such exchange programmes should be initiated by local school administrative staff and financed by the individual students where possible and with assistance from local community resources, service clubs, and other groups.

Recommendations

The Select Committee recommends that:

81. An inter-change programme of students between other provinces be promoted by the Provincial Department of Education in those areas where no such programmes are being undertaken.
82. Inter-provincial tours to Quebec would be of great assistance to effect a better understanding of our bilingual heritage for both French and English speaking Canadians.

Scholarships, Loans and Bursaries

The very real need for students to receive financial assistance to attend institutions at the post-secondary school level has already been pointed out.

There is a need also for greater financial assistance for worthy students who wish to continue their education at the university level. Financial assistance is presently based on a loan and bursary formula. A student is granted \$150.00 as a basic loan and additional amounts are obtained on a 60 per cent loan and 40 per cent bursary arrangement to the extent of established need. This is identical with the financial assistance given to those students progressing to university from Grade 13. One distinction is that those students proceeding to technological institutions that are private or outside the province do not receive the bursaries although they may receive the loan portion. It would appear that the bursary portion could well be raised to 50 per cent rather than the 40 per cent provided at this time and thus ease financial pressures on students.

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The principle of providing scholarships, loans and bursaries to students with special abilities while meeting proficiency standards set by educational authorities is a good one. However, not enough information regarding these financial aids to education is generally known by the eligible students. This particularly applies to early grades in secondary schools. In the earlier years of school this information is invaluable to potential scholarship winners as it gives them time to prepare for their choice of scholarship endeavour.

Teachers, as a group, are not fully aware of all the requirements of many important scholarships and bursaries. In some cases they do not even know of their existence. Obtaining of such information then, is not entirely a student responsibility and suggests the need for better guidance facilities in many areas of the province.

The following table gives some idea of the amount of financial aid made available to students in the school years 1963-64, 1964-65 and 1965-66 from provincial and federal levels of government.

SCHOLARSHIPS, BURSARIES AND LOANS ONTARIO*

	1963-64		1964-65		1965-1966	
	Number	Amount	Number	Amount	Number	Amount
**Type "A" Bursary	2,371	\$ 737,967	2,734	\$ 833,194	2,769	\$ 898,59
**Type "B" Bursary	3,684	830,390	4,457	1,115,145	5,237	1,425,75
TOTAL -----	6,055	\$1,568,357	7,191	\$1,949,339	8,006	\$ 2,324,35
***Ontario Scholarships	978	\$ 379,134	1,170	\$ 449,560	1,420	\$ 535,02
Ontario Loans	6,606	\$2,916,191	292	\$ 115,740	—	—
Ontario Graduate Fellowships	782	\$1,173,000	1,159	\$1,723,000	1,572	\$ 3,000,00
Canada Loans	non-existent		22,391	\$14,296,174	20,444	\$15,232,94

* Department of University Affairs, 1967.

** Type "A" Bursary available to first year students entering eligible post-secondary institutions (e.g.) universities, Teachers' College, Provincial Institutes of Technology.

Type "B" Bursary available to students in the second or succeeding years of course in eligible post-secondary institutions.

*** Valued at \$400 for the first year, subject to reduction if student has other scholarships.

Note that with the advent of the Canadian Loan in the 1964-65 school year (over \$14 million loaned to 22,391 students), the number of Ontario Loans decreased from 6,606 in 1963-64 to 292 in 1964-65. The average value of Canada Loans is estimated at \$640.00.

Information respecting the number and dollar value of available Ontario Scholarships from business, industry, foundations and private sources has not yet been systematically collected by any agency or government department for distribution to the student population.

Recommendations

The Select Committee recommends that:

83. Information regarding available scholarships and bursaries annually, their values, and specific requirements be compiled by the Department of Education and made available to all secondary schools in the province.
84. More extensive Ontario Scholarships be made available to those students at the Grade 12 level for admission to Technological Institutes and Colleges of Applied Arts and Technology.

Community-Centred Schools

Great emphasis has been placed on the need for Community Centres. Possibly there has been an oversight regarding the use of neighbourhood schools for community recreation and physical fitness activities.

The Committee believes that elementary and secondary schools should be the focal points for stimulation, co-ordination and operation of many community activities, including recreation and physical fitness for all ages. A community school project undertaken in one elementary school in several municipalities on an experimental basis would be an appropriate beginning, with a view to gradual adoption throughout the province. Such experimental projects could then be modified to suit the requirements of all communities.

This subject is closely related to an earlier section on the Community Use of School Facilities. However, it extends the principle of community use of publicly-owned buildings much farther than merely allowing the use of Schools for youth association programmes. Rather, it is a marriage between educational facilities and recreation departments. When the

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academic school day is completed, a recreation staff takes over for the balance of the day and evening. This staff undertakes to provide a complete community programme for those of all ages in each school in the district or municipality.

The Select Committee made a visitation to Flint, Michigan, where this principle has been adopted throughout an industrial city of over 200,000 population. The impressions created were good and were felt to have positive value for Ontario municipalities in the area of community organization for educational, social and recreational purposes. Flint has attacked many of its social and community problems by making the school an integral and important part of its neighbourhood.

Quoting from reports on the Flint programme we note:

" A special liaison position was created to act as intermediary between school and community. Each school has a Community School Director, a young man who is a qualified teacher, but who teaches only one or two afternoon classes and co-ordinates and often conducts the community activities in the school. Working closely with the school principal, the Director provides the leadership for rallying the resources of the community to catalyze educational, recreational, cultural and social opportunities for young and old.

"He is responsible for co-ordinating adult education classes, teen clubs, and mothers' and fathers' evening programmes of diverse interests. He directs games for children after school and on Saturday mornings. In short, he provides the community with education and recreation to suit that neighbourhood's particular needs.

"His hours are long; the work is often difficult; but he becomes the one man in his school district who knows everyone, whether or not they have children in his school.

"There is a fundamental strength in this type of operation. Newcomers are welcomed, juvenile problems are recognized and often solved at the neighbourhood level — the cause and effect relates only to that specific community. Retired oldsters have as much prerogative to be at the school as do the children, for they, too, are part of the community . . .

"The needs of each community vary with the economic and educational level of the residents. What will satisfy one neighbourhood may not have an attraction for another. It is up to the school director to learn what needs his school can satisfy and thus make his truly a "community" school.

"Flint has three high schools, eight junior high schools, and thirty elementary schools in its system. In addition, the city's gymnasium, teen club activities, and many other programmes.

"While 30,000 children use the schools during the day, evening attendance numbers 50,000. It is important to know what attracts this industrial population to its community schools.

"Adult education classes are offered in all the Flint schools with over 7500 citizens of greater Flint enrolled in over 1200 courses. If twelve people request a course, it is offered, ranging from cake decoration to physics and astronomy.

"Recreation is fun and physical fitness on the surface, but the deeper purpose of the Community School Director is to change poor attitudes.

"Each school has programmes scheduled in late afternoon or early evening to meet the wishes and needs of its neighbourhood. There are teen clubs in all Flint schools, involving hundreds of children dancing, playing bridge, chess, basketball, badminton, studying, or just kibitzing.

"Many schools find students there before eight o'clock in the morning enjoying the Sunrise Singers or girding themselves with enrichment courses to satisfy their thirst for knowledge.

"No one can deny that to instigate and maintain a programme such as that found in the Flint Community Schools is expensive. Yet, it is not so costly that cities emulate many of these programmes in their own schools.

"As proof of public support of this Programme, Flint taxpayers have conceded special millages, even in times of economic depression, by majorities as high as 80 per cent.

"Statistics cannot measure accurately the worthiness of the Flint Community School System but measure can be made in the smaller number of dropouts, healthier children, happier, more productive adults, friendlier neighbourhoods.

"It doesn't always take a slide rule to chart progress; it takes great heart, dedication, and a belief that the community school is "of the people, by the people and for the people."*

The Select Committee closely examined this practical approach to community-centred schools and feels it has great merit in many aspects of this programme. (Note: Flint is one of the few cities in North America

* Mott Program of the Flint Board of Education. Community School Services Flint, Michigan, 1965.

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that has shown a positive reduction in the rate of delinquency in spite of increasing population.)

Recommendations

The Select Committee recommends that:

85. Closer collaboration be maintained between all schools and recreation personnel in Ontario municipalities.
86. The use of school facilities as a basis for community recreation involving neighbourhood leadership participation be promoted. This would be an important and progressive step in reducing the recreational capital spending that will, as an alternative, have to be undertaken if the after-school and after-work needs of communities are to be adequately met.
87. Communities be encouraged to set up recreational programmes using school facilities and operated similarly to those in the Flint, Michigan, system.

Research in Education

Education does not remain static but is a continually-changing concept. This statement being true, research is a constant requirement to bring the best possible methods to Ontario teachers and students. The following opinions indicate the nature of some areas requiring investigation.

“It is felt that the Department of Education should spend more money on research to discover the factors which motivate young people to learn at various stages of their development. Research should be done to learn how people learn. An intensive study should be undertaken to identify the various forms of creative ability shown by youngsters and to determine the conditions that encourage the development of creativity through the adolescent years.”

Education Subcommittee:
Peterborough, P. 6.

“Detailed survey of local employment opportunities and skills required in non-apprenticeship trades, in order to assist in developing a more realistic educational programme for the non-academic youth.”

Ottawa Public School Board:
Ottawa, P. 1.

"There is need for immediate research in a great number of areas of athletic activity programmes now being carried on within the school system and in the community in general."

Ontario Federation of School
Athletic Association:
Toronto, P. 9.

"More research is needed on the viewing tastes of young people, so that adults might better grasp the elements that appeal most to them and, in this manner, better understand their needs. With this knowledge, and with closer liaison between pedagogues and broadcasters, perhaps a more valuable kind of programming can be created."

Metropolitan Educational Television
Association: Toronto, P. 12.

Few areas require such a constant review of subject matter, pedagogical methods, assessment of philosophy and goals than education.

The staggering adjustment of society to automation, the effects of mass media communication, as well as a myriad of international developments has precipitated a massive and continuous research effort by those responsible for education, and the overall development of youth potential. This task will increase rather than diminish in the years ahead.

The above recommendations have been submitted as research material well worth investigating by the Department of Education and also by a Provincial Department of Youth, as each submission has merit in its own right.

All of these submissions warrant further investigation and study, while some will require research at a professional level to determine whether they are indeed warranted at all.

Recommendations

The Select Committee recommends that:

88. Co-operative research into all areas of education be carried through by those departments of government serving youth, such as medical education problems, welfare education problems, employment education.

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89. Many other areas of study include the combined research of medicine and education regarding the effects on learning of nutrition, exercise, recreation, drugs, cigarettes.
90. Research be undertaken into the comparative results of Second World War veteran rehabilitation students, with their contemporary high school graduate counterparts, re: marks, drop-outs, completion of degree courses, ages.
91. A study of the ratio of failure in university courses through past years compared with those years when changes in admission standards were affected would be of great interest and value in assessing such changes.
92. An analysis of the needs for arts graduates and a study of university efforts to fill those needs is required at this time.

HEALTH

Health is the life process from birth to death. It has both positive and negative aspects; one concerns conditions contributing to good physical and mental well-being, the other diseases, mal births and general illness.

In this respect, the following extract from the brief submitted to the Select Committee on Youth by the Ontario Department of Health is most timely:

"Up to the present time what has the health programmes in Ontario accomplished for youth? Essentially it has provided youth with protection against dread communicable diseases by means of immunization and a safe and healthy environment. At the same time it has promoted positive health measures in the home, the school, and the community whereby youth might be encouraged to practice good health habits for the sake of their own health and the health of others. It has emphasized to the family the value of utilizing health services in the community, such as the family physician, and diagnostic services for tuberculosis, mental illness and other diseases.

"Over the years there has been a shift in the health problems and needs. Confronting youth from those relating to communicable diseases and poor health environment to those relating to such things as accidents, mental disorders, cigarette smoking, physical "unfitness", dental problems, alcoholism, congenital malformations, physical disabilities and crippling.

"Cigarette smoking is certainly more than a health problem. It has economic, sociological and even political considerations which are truly enigmatic."*

As a result of these changes, medical science has rewritten the mortality tables relating to maternity and disease in recent decades, which shows an extended average calculated life span of people. Just what progress has been made in this area (and as a result of modern health practices and disease control) is revealed in the charts that follow. In this respect, when viewing the health problems of young people, the principle causes of death must be considered to assess accurate objectives for science in order of incidence and priority.

* Brief submitted to the Select Committee on Youth by the Ontario Department of Health, November 10, 1965, p. 9-10.

Expected Life Span for Selected Ages in Ontario 1931 - 1962

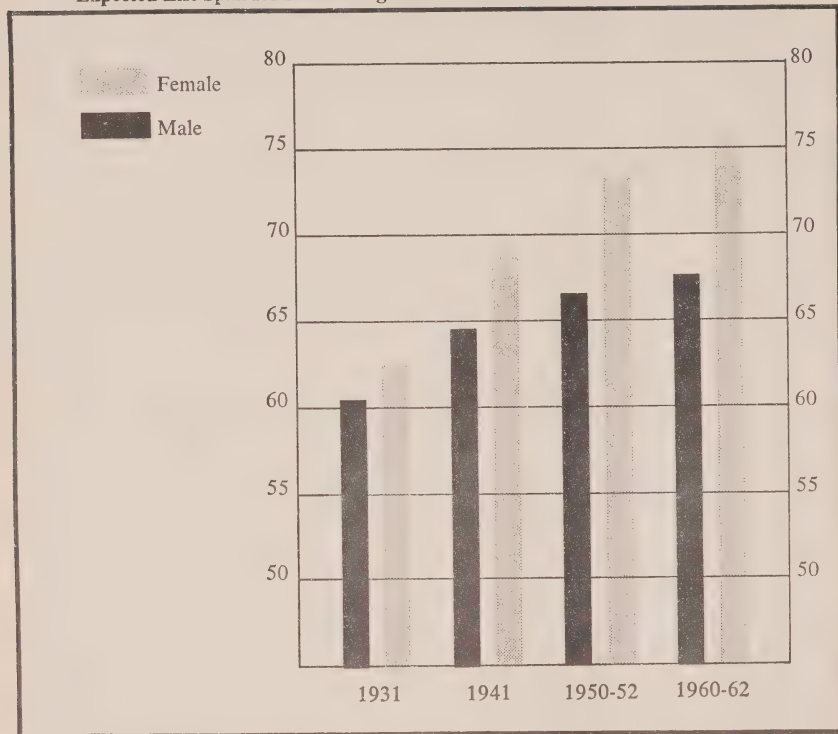


PLATE NO. 4

FIVE CHIEF CAUSES OF DEATH IN THE AGE GROUPS 5-14, 15-19, & 20-24 ONTARIO, 1964 & 1965*

5 - 14 Years	1964		1965	
	Number	%	Number	%
Accidental and violent deaths	321	56.7	327	57.1
Cancer (all forms)	90	15.9	84	14.7
Congenital malformations	41	7.2	31	5.4
Pneumonia, bronchitis & influenza	30	5.3	30	5.2
Nephritis and nephrosis	7	1.2	9	1.6
Other causes	77	13.6	92	16.0
Total	566	99.9	573	100.0

* *Vital Statistics*, Province of Ontario, Registrar General's Office, 1967.

Proportion of Children Born in Hospital of all Live Births in Ontario 1931 - 1961

Deaths of Children up to One Year Old 1931 - 1961

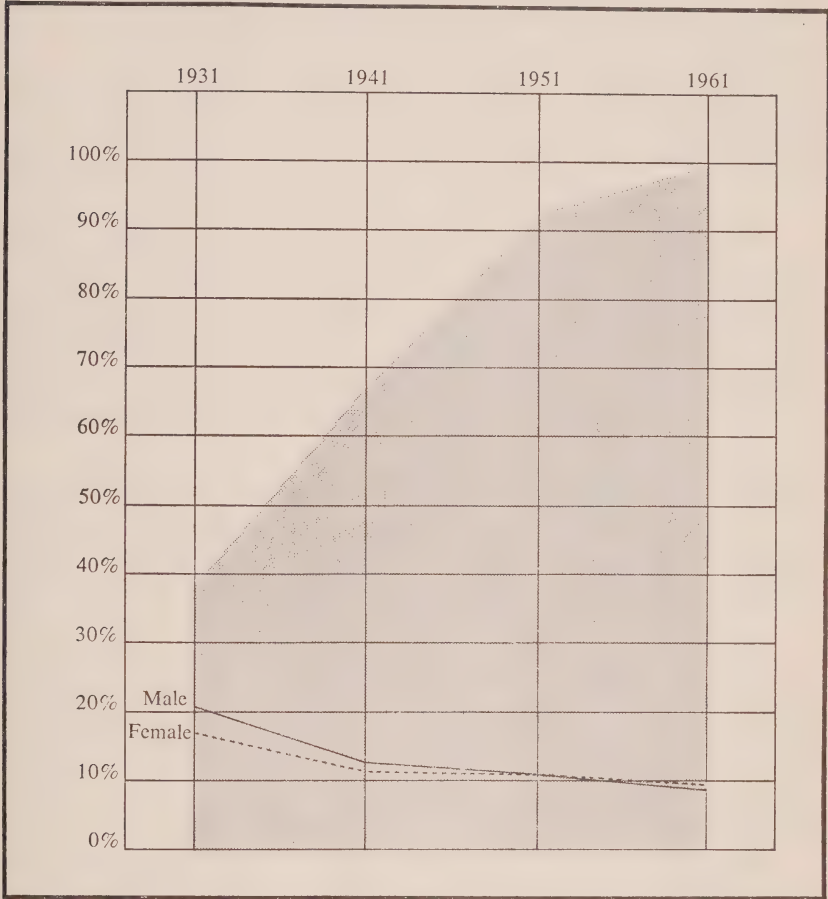


PLATE NO. 5

15 - 19 Years

Accidental and violent deaths	265	67.6	299	64.9
Cancer (all forms)	47	12.0	45	9.8
Pneumonia, bronchitis & influenza	16	4.0	17	3.7
Nephritis and nephrosis	8	2.0	15	3.2
Congenital malformations	7	1.8	10	2.1
Other causes	49	12.5	75	16.3
Total	392	99.9	461	100.00

Health

20 - 24 Years					
Accidental and violent deaths	315	70.3	358	71.8	
Cancer (all forms)	26	5.8	32	6.4	
Diseases of the heart	13	2.9	16	3.2	
Congenital malformations	13	2.9	13	2.6	
Nephritis and nephrosis	11	2.5	13	2.6	
Other causes	70	15.6	67	13.4	
Total	448	100.0	499	100.0	

The shocking loss of life due to accidental and violent deaths is impossible to ignore. Here, the automobile is taking an unprecedented toll of youth as more than 300 of the accident totals above (984 in 1965) in the previous charts were attributable to this cause. When the less understood phenomenon of suicide is added to these figures, the picture is far from pretty.

Age Group	1960	1961	1962	1963	1964	1965*
5 - 14	14	4	4	6	8	6
15 - 19	15	11	15	20	21	18
20 - 24	28	30	29	38	34	45
	—	—	—	—	—	—
Total	57	45	48	64	63	69

These grim charts illustrate one important fact. That there is need for more intensive prevention measures by medical, psychological and social practitioners and everyone interested in the good and abiding health of our young people.

But the question of good health is not confined to today's youth alone. It is more deeply-rooted. A report on the general health of young Canadians made in 1945** showed that nearly half of the young men examined for induction into the army during World War II were found to be physically or mentally unfit. No comprehensive studies have been completed at this time to invalidate the army statistics of over 20 years ago. It may be reasonable to assume then, that many of today's young people are assuming the responsibilities of adult life with physical and mental defects that impair their ability to lead useful, happy and productive lives.

* Ibid.

** Youth and Health, Canadian Youth Commission, Ryerson Press, Toronto, 1946, p. 65.

Yet most of these impairments could be corrected by adequate health services and better physical fitness programmes.

A start was made in 1966 with the Ontario Medical Insurance Plan, a voluntary contributory insurance coverage plan with special coverage for indigents and a sliding scale of payments for those people living close to subsistence level. It is too early yet to measure the benefits from such a plan, though it is expected to increase the longevity and general well being of present and future citizens.

Many continuing research projects are supported by both public and private funds with the objective of controlling many serious diseases, such as Cancer Research Foundation, Canadian Heart Foundation, Ontario Tuberculosis Association, Muscular Dystrophy Association of Canada Ontario Epilepsy Association, Multiple Sclerosis Society of Canada, and the Alcohol and Drug Addiction Research Foundation.

Most of these efforts are centred in the universities and institutions closely allied to them such as hospitals and medical institutions (Banting Memorial Institute, Gage Institute Chest Clinic, Clarke Institute of Psychiatry, Re-Habilitation Foundation for the Disabled, Toronto Psychiatric Hospital, Children's Unit, Hospital for Sick Children — Clinic for Psychological Medicine).

Many of the submissions received by the Committee, further underlined by actual visits to various provincial locations, indicated the great need for youth-oriented health services. These include more mental health clinics, both out-and in-patient facilities; sheltered workshops for handicapped children; expanded training facilities for professional staff; more psychiatrists, more medical doctors, psychologists, social workers and other special needs, further explained below.

MENTAL HEALTH CLINICS AND OUT-PATIENT FACILITIES

Mental health, the committee was told, is one of the greatest public health problems in Canada today. Moreover, one of the most effective methods of combating this problem is the mental health clinic.

It has been found that every community needs access to a basic clinically-oriented service. This service should include psychiatry, psychology and social work. In all but major urban centers, these are all-purpose clinics, and due to the shortage and high cost of trained personnel, such services must be accessible to the entire communities they serve.

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Where youth is concerned, usually the teacher first identifies the problems of a child's difficulty in adjustment. Quick diagnostic assessment is often necessary if the young person's full potential is to be restored. Long delays or lack of help frequently result in precipitating such conditions as emotional disturbance, mental illness, delinquency and bizarre personality disorders. Yet this is what happens in many areas of Ontario.

Of course, some Ontario communities have a variety of mental health services, including highly-specialized clinics such as child adjustment services attached to boards of education, forensic diagnostic and treatment clinics both public and private. In many smaller areas, mental health organizations have full or part time staff consisting of medical and other professional workers. Nonetheless, a large number of Ontario communities have no mental health services whatsoever. Bluntly, this means that a percentage of young people in such municipalities will be handicapped in some way, possibly for life. Such inequality of services exists throughout the province and it is imperative that this situation be corrected as soon as possible.

The Committee was much concerned with this problem. As a result, a meeting was arranged between the Committee and several eminent psychiatrists, to discuss mental health services for youth in Ontario.

Present were:

- | | |
|--------------------------------------|---|
| Dr. Angus Hood, Director, | Toronto Mental Health Clinic |
| Dr. Edward Rosen, Director, | Child & Adolescent Out-Patient
Department, Toronto Psychiatric
Hospital |
| Dr. Charles Stogdill, Chief, | Child Adjustment Services,
Board of Education |
| Dr. P. A. Christie, Superintendent, | Ontario Hospital, Queen Street |
| Dr. B. H. McNeel, Chief, | Mental Health Branch,
Department of Health |
| Mr. D. Sinclair, Executive Director, | Canadian Mental Health
Association |

What did these notable authorities think about the mental health services in Ontario for young people? Their observations are too factual to be ignored.

- (a) There is an enormous demand for out-patient and in-patient services for children between the ages of 7 and 17 in Ontario. Particularly acute is the lack of services for children with mental health problems twelve years of age and over. These services are practically non-existent.
- (b) Currently, the Department of Health is providing regular mental health services in some areas of the province with 53 psychiatrists, 42 psychologists and 42 social workers. This is obviously not enough to meet the needs.
- (c) Opening additional clinical facilities of this kind without suitable personnel to staff them, was questioned and the experts had different opinions on this. Some felt that by creating facilities, staff would be forthcoming and there should be no delay in producing such facilities now and the personnel would inevitably appear.
- (d) New services should be undertaken on a more flexible operating basis. For example, co-ordinating Alcoholic Associations and Ontario Hospitals (as in Kingston), the possible operating of Ontario Mental Hospitals like a youth or family service with co-operation of Public Welfare and Health Departments.
- (e) Training is a problem the mental health services are facing today. A crash programme of grants and social training is needed.
- (f) Medical students and psychiatrists have done very well numerically in comparison with other specialist fields (about 10 per cent select psychiatry as their specialty, it is believed). But there is a real shortage of medical students generally.
- (g) There is much talk about expenses in medical training and possibly some thought should be given to how psychiatry is made attractive (or unattractive) for people who enter this field. Community psychiatry must be made more appealing.
- (h) There are too few universities in Ontario training people in clinical psychology, which is the kind of psychology needed in the field of mental health.
- (i) One psychiatrist felt that all mental health services should be locally sponsored. There are provincial building grants available (\$500.00 per bed) for the setting up of psychiatric services.
- (j) It is only practical to operate general-purpose clinics in outlying areas.

Health

- (k) There is a need for assessment service for retarded and emotionally disturbed children. Such an assessment centre as planned would involve 650 beds. The Canadian Psychiatric Association feels this will hardly be possible under ten years. One hundred beds would seem possible in the foreseeable future. They may be in Ontario Hospitals and community hospitals.
- (l) A distinction has to be made between medical and mental health services. Most needed are child care services, family services, court services and school services. Mental health clinics cannot function unless they have support from these services.
- (m) School districts with populations of 70,000 to 100,000 could support Child Adjustment Clinics in their school systems. Many areas with high populations are operating with very few clinical personnel — one psychologist for 40,000 school children, for example, is noted in one large urban district.

Recommendations

The Select Committee recommends that:

- 93. A programme of grants to encourage the training of clinical personnel — psychiatrists, psychologists and social workers be undertaken immediately by the provincial government.
- 94. A five-year plan by the Department of Health should be instituted to make available mental health diagnostic and treatment services to all communities in Ontario not having these services on a general-purpose basis.
- 95. New mental health services be undertaken on a more flexible operating basis. These clinics should combine their facilities with youth services, family services and special services such as alcohol clinics, Ontario Hospitals and others.
- 96. Wherever possible, mental health clinical services should be locally sponsored and financially assisted by the province.
- 97. Special efforts be made by the Psychiatric Associations to encourage more doctors to pursue psychiatry as a specialty. Similar action should be undertaken by Registered Psychologists.

**Community-Based Residential Centres
To Provide Diagnostic and Treatment Services
For Emotionally Disturbed Children**

Residential treatment centres are in short supply. Many children are thus being sent to inappropriate institutions such as training schools, children's aid group homes and charitable institutions for the homeless, when in reality, they require special treatment for numerous physical and mental handicaps.

When emotionally-disturbed children are placed in the wrong treatment institutions, the damage done is two-fold. First, they don't receive the much-needed treatment. Secondly, the institutions concerned cannot provide the best service to those children for whom the particular institutions were designed. The effects of this situation involves many more children than is necessary or desirable.

How does the disturbed youth fare in such a situation? Not very well. Because of the lack of examination and treatment facilities, he is lumped together with children and adults, two groups to which he doesn't belong. When he needs psychiatric help, examination and treatment should be separate from other groups, especially for in-patient psychiatric hospital treatment. In-patient facilities for the treatment of disturbed youth should be distinctly separate from those for adults.

As of this report, there are no separate provisions for in-patient children 12 years and over in all of Metropolitan Toronto. Children referred from the Juvenile Courts of the province have no children's wards for special care of advanced mental illness and face committal to the crowded adult wards of mental hospitals. The Clarke Institute of Psychiatry built as a replacement of the former Toronto Psychiatric Hospital, was designed to have a section of its 75-bed accommodations made available to young persons. To date, staff shortages and other pressures have precluded any admission of young persons requiring treatment. This condition prevails throughout the province and poses a serious threat to much needed remedial treatment for mentally ill and emotionally disturbed youth.

The Committee was informed that all mental health services should be locally sponsored and assisted provincially by building grants which presently amount to \$500 per bed. But the actual cost of some mental health facilities reaches \$2,000 per bed. The problem becomes acute at

local level. And a result is that far too many retarded young people are located in large hospitals such as Smith Falls and Orillia Hospital School. These unfortunate youngsters would be much better helped in smaller regional institutions closer to their own homes and convenient for family visits.

Recommendations

The Select Committee recommends that:

98. More regionally located residential diagnostic and treatment services for emotionally disturbed, retarded and other medically handicapped children be established by the Provincial Government.

Sheltered Workshops for the Retarded

During visits to various communities in Ontario, the Select Committee visited several sheltered workshops for retarded young people. It was gratifying to see the industry and interest shown in their jobs by these handicapped youth. Some workshops were in specially designed modern buildings; others in renovated factory or storage structures were effectively converted to their present usefulness.

More workshops were sponsored by either a service club or socially-oriented organization. Each shop seems able to obtain contracts for manufactured items such as coarse fibre mats, bent wire harness units, and products that can be made on simple jigs. Certain services such as labelling, sorting, tagging products, packaging of hardware commodities (washers, nuts, bolts) are often provided by the workshops.

The productivity of these people who would have been doomed to a life of inactivity and social neglect a few years ago, was an inspiring sight. More workshops of this type are much needed in the province. Other workshops for people handicapped through blindness, deafness, cerebral palsy and other debilitating conditions are also in short supply throughout Ontario.

It has been noted under our term of reference, Education, that **all** handicapped children for whatever reason must have equal opportunities in education, but equal opportunity for proper mental and physical health care is essential too.

The Committee was able to see for itself the benefits of the sheltered workshop concept, which makes the handicapped productive and gives

them a more healthy state of mind and body. Certainly, there is a need for such specialized vocational training for handicapped youth. While many municipalities are doing their utmost in this matter, more facilities are needed to meet individual requirements — especially in outlying areas.

Recommendations

The Select Committee recommends that:

99. Sheltered workshops for retarded young people should be developed through the initiative of local retarded children's associations and parents of the retarded, with the support from the province for capital expenditures on a matching-grant basis. (If all educational costs are assumed by the Department of Education for schools for retarded children, more concentration on this important need can be expected from local sources.)*
100. Assistance be provided by the province for other sheltered workshop needs (the blind, the deaf, the cerebral-palsy and others), similar to those for the retarded.
101. Studies be undertaken by the province respecting regional needs for sheltered workshops of all types in collaboration with community sponsored youth agency councils.

Consolidation of Specific Health Services & Facilities

Centralized health clinics usually provide a more efficient service than fragmented diagnostic and treatment facilities, of various degrees of competence, in the larger urbanized communities.

There are great advantages to concentrating such clinical services in a central community agency. For example, a degree of expertise can develop and personal contact be established and maintained between psychiatrists, psychologists, social workers, magistrates, juvenile and county court judges, probation and child protection workers. Such a system adds up to better, less time-wasting facilities for all concerned.

The total dollars spent on diagnostic and treatment services could be substantially reduced by eliminating duplication of equipment and personnel. All the fields of competence required for accurate diagnosis by a team of specialists and efficient consultation services as well as

* Note recommendations under "Education", p. 58.

controlled follow-up services, would be made more available if a programme of consolidation of these essential services was undertaken.

Yet, many of these services are privately sponsored so that consolidation cannot be imposed upon any agency providing a public service. Only self-imposed co-ordination with other agencies providing similar services can reasonably be expected, with all due respect to the value of such co-ordination.

It is therefore incumbent on all services to examine their community roles and work together to conserve an essential corps of clinical personnel and facilities by consolidation of such services wherever possible.

It has been proposed to the Committee that a central registry of handicapped children be created and maintained. In this way, the extent of the problem could be statistically ascertained, the number and location of diagnostic and treatment facilities controlled and developed. Referrals to special professional services could thus be better co-ordinated.

Recommendations

The Select Committee recommends that:

102. Regular conferences between all local diagnostic and treatment agencies should be held to provide more efficient health coverage in urban areas as well as economy of personnel.
103. A central registry of handicapped children be created and maintained by the Department of Health, to better assess the problem of diagnosis and treatment and the regional needs for such services.

Treatment and Hospitalization Insurance—Health and Addictions

Many children requiring residential psychiatric or psychological therapy are denied this treatment because of lack of funds. The province's Ontario Hospitalization Insurance will not pay for treatment received in any setting other than a certified hospital. The implication of including payments to private residential psychiatric treatment oriented institutions as part of the province's hospitalization plan are many and complicated. The Committee would like to have this matter studied at greater length than was possible in this investigation.

Regarding the common addictions of smoking, alcohol and addictive drugs, the Ontario Medical Association had this to say:

Tobacco:

"It is now well established that there is a definite relation between the use of tobacco and a number of serious diseases, such as lung cancer, heart disease and chest disorders."

" . . . Every means possible should be employed to place before the youth of Ontario the health hazards associated with cigarette smoking . . . "

Alcohol:

"The increasing number of people in Ontario suffering from chronic alcoholism is of concern to the Ontario Medical Association. It is apparent that the consumption of alcohol accentuates the emotional and physical upsets and variations to which teen-agers, particularly, are subjected, but there seems to be a lack of scientific knowledge regarding other factors involved in the use and abuse of alcohol. Stimulation of research in this field might be useful in evolving answers to this problem. In the meantime, it would appear that the use of beverage alcohol, apart from family and religious observances, should await the youth reaching more mature years."

Drugs:

"The use of barbituate, tranquillizing and narcotic drugs is a serious and increasing problem in our society. Addicts may be of any age. Very frequently a person becomes a victim of drug addiction while in his teens, when his experience and judgement values are still insufficient to enable him to weigh fully the consequences of beginning the drug habit."*

This type of advice from such an authoritative body of the medical profession should be all that is required to alert every citizen in the province to the dangers of these addictions and the need of safeguards for youth against them.

The serious aspect of the above extractions from this medical brief are the observations in its conclusions—

"We have to face the fact in our society that commercialism material, status symbols and glamour take precedence over health and well-being."**

They might well have added common-sense.

* Ontario Medical Association Brief to the Select Committee on Youth, September 29, 1965, p. 4-6.

** Ibid, p. 21.

Experience has shown however, that the promotion of good health practices on a mass education basis can be a frustrating task. Highly creative concepts will be required to instill in the public a desire to follow good health practices, both for their own sake and personal well-being.

Recommendations

The Select Committee recommends that:

104. The Department of Health and the medical associations institute a more intensive programme of publicizing the injurious effects of tobacco, alcohol and addictive drugs on the health of young people. Dissenting: Ronald K. McNeil, M.P.P.)
105. Approved residential treatment centres for children undergoing mental health care should be covered by the Ontario Hospital Service Insurance. Such treatment centres be patterned on a wide variety of models as long as adequate professional consultative standards and approved staff-child ratios are maintained.
106. In the areas of prevention:
 - (a) Advertising of alcohol and cigarettes should not be permitted until after — 9:00 p.m. on T.V. or radio.
 - (b) Laws re sale of cigarettes and tobacco to minors and smoking under 18 years of age be strictly enforced.
 - (c) The identification of alcohol and cigarettes with sports heroes and “having a good time”, be eliminated from liquor and cigarette advertisements.

Financial Assistance to Counselling Agencies

Private agencies engaged in the training of professional staff get no support from government though after being trained in private agencies some professional staff take government positions.

Counselling agencies require that parents enter the therapeutic relationship with their children to accomplish desirable rehabilitation goals. In dealing with the whole family as a social organism successfully, the community benefits by a restored family unit which, otherwise, could have been a welfare responsibility and thus a direct charge to the tax-

payers. To assist the family unit when it is in difficulty with one or more of its members is an economic, social, and moral responsibility of the community. This fact has been established since the early seignorial days of this country, as discussed in the introductory remarks prefacing our chapter on Welfare. Acknowledging this premise, it should follow that financial assistance to private agencies in the areas of youth and family services be considered not as charity but as part of the welfare programmes of a democratic state.

There appears to be reluctance in many local municipal quarters to accept the fact that strong private and public services in a community are the greatest bulwarks against high welfare costs in the regions of health, welfare and unemployment. The costs of broken families in terms of mental health, delinquency, and community morale show no ledger figures, but are obviously of high cost to our society.

Recommendations

The Select Committee recommends that:

107. Government subsidies be made available for approved private youth and family service agencies to help them provide in-service training courses. Such courses must be approved by the government.
108. Government subsidies be allocated to schools of social work such as Ryerson Polytechnical Institute and such social service courses as may be established in the proposed Colleges of Applied Arts and Technology to enable these schools to pay for in-service training received by their students in approved private youth and family services agencies. The moneys so received should in no way reduce the private agencies' funds received from Community Chest Services.

Responsibilities of Health Care

There is great need to co-ordinate many services that are generally hard to place accurately under any one of the existing departments of government. Due to the shift in health problems and needs confronting youth ranging from communicable diseases — “to those realating to accidents, behaviour disorders, cigarette smoking, physical unfitness, dental problems” — discussed earlier in this chapter by the Department of Health brief, can no longer be classified as specifically health problems.

Health

Many cases could be cited of children who are sufficiently emotionally disturbed to require special school environments and treatment at the same time. Often such treatment requires a casework relationship with the family, which introduces a multi-service approach involving several departments of government and (possibly) private agency assistance. This type of situation is not unusual, but the co-ordinated action treatment facilities to deal with such cases are rare.

What is needed is a co-ordinating body such as a Department of Youth. This would act as a liaison and advisory department of government in such matters, especially those needing a clear definition of responsibility where youth needs are involved. A Youth Department could provide a natural meeting place for all departments having to deal with youth services. This would be more logical than several and various government departments having to try and cope with youth problems within their limited jurisdiction and experience.

Recommendations

The Select Committee recommends that:

109. A major responsibility of a Department of Youth be the co-ordination of the various departments of government dealing with youth problems on an advisory basis.

Health Research

Continuing research is of paramount importance here, particularly when we consider its scope in terms of the World Health Organization:

"Health is a state of complete physical, mental and social well-being and not merely the absence of disease."*

Health research must also deal with many new areas not hitherto considered to be in a health category. These include the problems created by modern society — the automobile, industrial accidents, cigarette smoking, alcohol, poverty, homosexuality and many other social problems.

Much more medical investigation is needed to combat the death dealing diseases of the heart, cancer, rheumatoid arthritis, muscular dystrophy, tuberculosis, leukemia, etc.

* Submission to the Select Committee on Youth from the Ontario Department of Health, November, 1965, p. 2.

The dental needs of this province are great and public dental health programmes are few. The Department of Health told the Select Committee that the dental needs of youth cannot be met without sufficient dental personnel, and that proposals for the planned development of dental schools in Ontario seek to remedy the shortage of dentists, both general practitioners and specialists, in the province.

The Department of Health also recognizes that the development of other dental health resources are essential to the reduction of dental problems of youth in Ontario.

Speedy implementation of the above-mentioned proposals by the Department of Health is imperative, for dental health is an essential part of the general well-being of youth.

Recommendations

The Select Committee recommends that:

110. Research in matters pertaining to health must receive high priority in public moneys allocated to research projects in government.
111. A study should be undertaken to establish the dental needs of the province's children as well as those for a long-range public health dental programme.

RECREATION

What is recreation anyway? It has been defined as "Refreshment of body or mind; diversion, amusement. Any pleasurable exercise or occupation."* Recreation then is that part of our activity that is connected with "free time", more commonly called leisure time. The eight hour work day has particularly focussed attention on recreation as a necessary part of daily life in a well-ordered society.

An old British labour movement slogan — "Eight hours work, eight hours play, eight hours sleep, and eight hours pay", aptly defines the relationship of recreation in the scheme of life for the labouring man. Roughly a third of a working man's time, it is hopefully suggested, should be employed with free-choice activities and pleasurable exercise of mind and body.

Since the post-war years of 1914-18 and, more recently, those of World War II, the work day has shortened even more with the adoption of a five-day week. Some vocations have an even shorter work day. Despite shorter work days productivity has multiplied many times, thanks to technological advances and automation. This has created more free time than ever before for the average wage earner.

There are implications for youth here. That as adults they will have more leisure time than any previous generation. This, means it is more urgent than ever before that young people acquire, in their youth, the skills of healthy recreation in order to be able to use these skills in a satisfying and effective manner during the balance of their lives.

The alternatives are unappealing and are typified by the lack of zest for life, characteristic of some older people when they retire from their professions or life work. They feel unwanted and lost in today's bustling society that ignores those people who have nothing but time and memories to absorb their interest from one day to another. Conversely, many local urban groups of young people who lack organized recreation activities, have a high incidence of anti-social behaviour patterns including illicit drinking, sex preoccupation, and other forms of delinquency.

Both old and young alike must have as vital a concern in the area of recreation as in education, employment, religion and health. "The magnitude of the job that needs to be done, however, calls for greatly

* Funk and Wagnalls Standard Dictionary (Canadian Edition), 1963.

increased government participation and support. It is not too much to suggest that in future, governments must feel as direct a responsibility for the recreational needs of citizens as they do now for education and health.”* This concept was enunciated in 1946. Ontario has moved forward, admittedly, in this direction by the creation of the Community Programmes Branch of the Department of Education in May of 1948. Many communities have since enjoyed extra-curricular programmes in recreation and education.

Programmes**

“Each of the Advisors on the Community Programmes Branch staff is a specialist in a particular interest. The specialist services are as follows:

- Art — Community art groups, art leadership, art programmes, appreciation of art,
- Crafts — leadership and programme organization in crafts — weaving, ceramics, metalcraft,
- Drama — leadership and programme development in direction, staging, lighting,
- Music — leadership and programme planning in choral, chamber, orchestral,
- Puppetry — leadership and programme development in construction of various kinds of puppets, manipulation and staging,
- Programmes for older people — leadership and organization of programmes of adult education and recreation,
- Recreation Facilities — advice about construction of recreation buildings, playing fields, arenas, pools and day-camp areas,
- Physical Recreation — leadership and programme development in baseball, hockey, soccer, volleyball, tennis, rugby, golf, etc.”

In 153 municipalities there are 365 Recreation Committees in Ontario within the organization of the Ontario Recreation Association. This is a voluntary, non-profit, non-political lay association, supported by public and private funds from agencies, associations and individuals

* Youth and Recreation, Canadian Youth Commission, Ryerson Press, Toronto, 1946, p. 210.

** Report to Legislative Assembly's Select Committee on Youth, by the Community Programmes Branch, Department of Education, 1965, p. 3.

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whose purpose is to foster the interests of recreation in all of its phases in Ontario, at home, neighbourhood, community, municipal, regional and provincial levels.*

Yet in leadership training in recreation, Ontario has only recently met the suggested requirements of the Canadian Youth Commission's recommendation regarding university participation. These recommendations were made in 1946. Establishment of recreation courses at the University of Guelph in 1963 helped rectify this situation.

The Canadian Youth Commission had summarized this need twenty years ago as follows:

"To universities we recommend: That several of the main universities in Canada take steps at once to make specific provision for the professional training of recreational leaders at least at the undergraduate level; we suggest the University of British Columbia, one university in the prairies, **one in Ontario**, two in Quebec (a French and an English university), and one in the Maritimes. Several of these universities should be prepared to offer the graduate training necessary for senior recreational positions."**

The present courses given at the University of Guelph are intended:

"(1) to provide a two-year programme of practical lectures and activities for recreation technicians to qualify them to manage facilities and organize programmes;

(2) to offer a one-year specialized programme of studies for university graduates who wish to enter the field of recreation administration."***

The University of Guelph deserves great credit for the excellent program it has undertaken in recreation training. Unfortunately many years have gone by and Ontario badly needs trained recreation personnel. More universities should be involved in recreation courses, and by this time they should be of full scale undergraduate content and duration with degrees granted upon completion.

In Britain, as in Canada, youth services are based on a three-fold partnership, the state (in our case, provincial), and local authorities,

* Ontario Recreation Association brief to the Select Committee on Youth, Toronto, 1965, p. 2.

** Youth and Recreation, Canadian Youth Commission, Ryerson Press, Toronto, 1946, p. 200.

*** *Community Courier*, Recreation Courses, University of Guelph, No. 138, 1964, p. 2.

combined with the voluntary organizations. However, in Britain as early as 1939 voluntary organizations found themselves eligible for government grants and thus were able to increase their staffs.

“Old established movements acquired new life and vigor. Some of them, such as Youth Centres . . . began offering young people a wide range of new activities.

“The establishment of the Youth Service Development Council and the start of a building programme are two of the measures that have been taken towards expanding the Youth Services to meet today’s needs.”*

In an effort to clarify our recommendations, we have divided our term of reference into six separate headings.

- (1) More staff, lay and professional leaders, instructors and training facilities.
- (2) Community-Centred Recreation Needs.
- (3) Multi-purpose Recreation Centres and Camp Site Requirements.
- (4) Public Education re: Recreation.
- (5) Exchange Visits, Youth Conferences and Seminars.
- (6) Research in Recreation.

More Staff — Lay and Professional Leaders, Instructors and Training Facilities

Lack of leaders is one of the major problems facing us in attempting to satisfy the special needs of youth. The demands of modern living seem to make it more difficult to attract sufficient numbers of trained leaders for boys’ and girls’ organizations.

It has been noted that there is special need for well-trained staff (in existing clubs and youth groups) who can approach young people who do not fit into normal recreational programmes.

This shortage and need for leaders, both lay and professional, exists throughout Ontario and has been well documented in many submissions. Few suggest ways to overcome the problems.

We are constantly being told that automation is creating more leisure time for everybody. But not enough people seem willing to give a

* *The Youth Services in Britain*, Recreation in Ontario, Publication of the Ontario Recreation Association, March-April, Toronto, 1965, p. 18.

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few hours a week to assist in Boy Scout troupes, Girl Guides, the Boys' Clubs or the Y.M. and Y.W.C.A.s. These and other organizations could greatly expand their services with more volunteer help.

One of the secrets of good motivation is recognition. Volunteer workers are no different from any other people. If adequate recognition is given to workers by acknowledging the work of their groups (whether scouting, sports, boys' clubs or the like), then communities will have less difficulty in attracting volunteer help. The contribution being made by many dedicated workers should be recognized at the community as well as the provincial level.

But how to train more leaders? This is of great concern to the Committee. Expansion of existing training facilities and the creation of new ones will have to be undertaken both at the provincial and local levels, finding the leaders should be the concern of the community, while the province directs its efforts to providing facilities for training and the staff to train potential leaders. This is already being done at such centres as Bark Lake, a leadership training camp that is used two months a year and sponsored by the Department of Education. Lake Couchiching Leadership Training Camp is a Y.M.C.A. leadership training setting with good quality programmes also restricted to summer duration.

The province, however, requires many more Bark Lakes and Couchichings to meet the needs of leadership — both lay and professional. University degree courses in physical education should also include recreation subjects to permit greater diversity of recreational aptitude in physical education and recreation. Also, more universities should institute recreation courses. Here, some guidelines may be gained from the current situation in Britain.

“Action has been taken to increase the number of full time youth leaders from 700 in 1960 to 1400 in 1966, and give them professional status. A National College providing a one year course was opened at Leicester in 1961 supplementing the courses already available in London and elsewhere. In addition youth leadership training has been introduced in the three year course at many teacher-training colleges, and there is a post-graduate course leading to a diploma in youth work at the University of Manchester.

“The Albermarle Report, published in 1960, estimated that about a million young people took part in youth service activities (ages 18-20). To increase this total it recommended that the youth ser-

vices should be made available to all between the ages of 14 and 20, that a National Service Department Council should be set up to advise on a 10-year development programme, that a building programme should be started to provide more buildings, more attractive furnishings and decorations and more equipment and larger grants to be made to national voluntary youth organizations.”*

It would seem appropriate that Ontario Colleges of Applied Arts and Technology could provide courses in recreation at the technician level. Credit could be given to those students wishing to continue in universities giving undergraduate courses in physical education and recreation.

High school extension courses should include leadership training with practical field work opportunities in neighbourhood recreation. The local school facilities should be made available for such programmes in co-operation with local municipal recreational personnel.

In Ontario there is no adequate certification of personnel involved in the recreational work of sport coaches, drama, playground leaders and other municipal recreation programme staff. Because of this, no uniform standards of competence have been set for the recreational profession.

Recommendations

The Select Committee recommends that:

112. Leadership training camp facilities similar to Bark Lake be developed regionally, for example, north-western Ontario (Lakehead), south-western Ontario (Huron Shore area), and eastern Ontario (Rideau district).
113. All leadership training areas be winterized for year-round use for coaching seminars, for all types of sports activities and leadership training courses.
114. Recreation training courses be included in the curricula of Colleges of Applied Arts and Technology.
115. Extension courses in leadership training be added to the high school extension programmes.
116. At least two additional universities in Ontario should undertake recreational courses on an undergraduate basis.

* The Youth Services in Britain, from Recreation in Ontario, March-April, 1965, p. 18.

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117. One of the universities should offer a combined university course in recreation and physical education with an appropriate degree.
118. Uniform standards be set for recreation staff.
119. Provincial certification be established for the following recreational leaders:
 - (a) sports coaches,
 - (b) drama, music and art coaches,
 - (c) playground teachers,
 - (d) other part-time municipal recreation programme staff.

Community-Centred Recreation Needs

During its many visitations to Ontario communities, the Committee saw for itself the increasing need for recreation centres, youth centres, athletic fields, swimming pools, squash courts, gymnasias. Such public recreational facilities are not available in many areas of the province. Border towns of this province have complained that there are too few recreational facilities for their young people. Because of this lack of interesting places to go, many of these same youngsters patronize the night clubs in adjacent states where they start drinking and get involved in more adult entertainment.

A great number of submissions underscored recreational needs throughout the province. These facts and needs cannot be ignored. All these needs as outlined in various communities cannot be met because of financial and leadership limitations. However, a large number of these requirements could be reduced by more effective use of existing school facilities, after school hours.

Many Ontario school boards are not making their school buildings available for extra curricular activities such as youth club meetings, sports activities in the gymnasiums and recreational programmes for neighbourhood groups. Closing these expensive public buildings after school hours and during holiday periods, precludes their much needed use in community recreational programmes. Fortunately, some Ontario communities put their schools to use for evening recreational and educational activities. The result is that the communities have much more enjoyable recreational facilities than most others.

As noted by the Select Committee, the programme at Flint, Michi-

gan, is again cited as one of the finest integrated school and neighbourhood recreation programmes observed.*

The co-ordination of the neighbourhood population recreation programme supervised by a Recreation Supervisor, with school facilities as outlined elsewhere in this report (Education P. 53) is a concept that has demonstrated its merit in a number of ways.

- (1) A local recreation programme for all ages is available where it is most needed — in the neighbourhood.
- (2) Expensive and much-needed facilities are available for both school and after school use — avoiding duplication of such facilities in the form of costly separate community centres.
- (3) More neighbourhood participation in recreation programmes has resulted in less delinquent behaviour in those areas where the school is the community centre, and not just a day-time academic facility.
- (4) Better family relations are possible in a school recreation programme that includes the entire family. The saying — “A family that plays together, sticks together,” has some promise in a setting which permits all members of the family to feel that they have an interest and a part to play in their local school programmes for young and old alike.

The Committee realizes that even with good use of available school facilities some needs will still be unmet. In some communities these can only be met by the creation of additional recreation facilities such as swimming pools, athletic fields, artificial ice rinks, outdoor tracks, indoor sports facilities and baseball diamonds and youth centres. To meet these expensive, but essential facilities, a form of financial subsidy would appear to be necessary in those areas where funds are not easily available.

It is felt that a broader concept of the use of Federal moneys, presently under the authority of the Physical Fitness Branch of the Department of Health and Welfare, might be considered as outlined above.

The Committee appreciates that the present arrangements contracted by the Minister of Health and Welfare of the Federal Government and the Minister of the Provincial Department of Education

* See Appendix C.

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(entered into May, 1964*) precludes use of Physical Fitness funds for capital expenditures. Still, if the province were to make representations at the next Federal-Provincial Conference to renew the existing Agreement, a suitable arrangement might well be made to allow formation of a grant formula to meet local capital expenditure needs. This might be on a shared basis — one-third of the costs being paid by Federal, Provincial and Local governments.

With the developing concept of closer co-operation between school boards and recreational agencies within municipalities, more co-ordinated planning is required between these same bodies when schools are being built and land bought for this purpose. Recreational and school needs overlap in many areas. These should be considered during the planning stage so that the community can enjoy to the full, maximum recreational facilities.

Recommendations

The Select Committee recommends that:

120. All school boards make their facilities available after school hours for community recreational purposes. Recreational councils, where they exist, and school boards, should enter into operating cost agreements so that their facilities can be made available at a nominal charge to those organizations concerned.
121. When new schools are designed, their recreational facilities should be planned jointly with community recreational authorities in order that such facilities will be easily available for both school and public recreation purposes (gymnasiums, swimming pools, auditoriums, playing fields).
122. Representation be made to the Federal Government to change the criteria for grants to the province under the Physical Fitness Agreement, which will be reviewed in May, 1967. Arrangements should be made to make funds available for capital expenditure at the municipal level for such recreational facilities as athletic fields, swimming pools, artificial ice rinks, parks, outdoor and indoor tracks, youth centres and other recreational requirements. Such grants should be made according to a matching grant formula.

* Memorandum of Agreement made the 6th day of August, 1964, respecting contributions under the Fitness and Amateur Sport Act, between the Government of Canada and the Government of the Province of Ontario.

123. A provincial contribution of a minimum of 50c per capita is required on a matching grant basis with the municipalities and the Federal Government in order to meet this pressing need in Ontario.

Multi-Purpose Recreation Centres, Camp Sites and Local Co-ordinating Councils

In many municipalities poor co-ordination among recreational organizations has resulted in wasted money and man hours through overlapping and "overlooking". Closer relationship between recreation personnel and local planning should be established and maintained at the municipal level. A co-ordinating council, made up of representatives of all youth serving agencies (recreational and social), should meet regularly to consider every aspect of facilities and youth programmes concerning community recreation.

Too many recreational programmes are arranged without first talking them over with the people for whom they are planned. This strikes the Committee as being a pre-requisite in the planning stages of all recreational programmes.

Many Acts and Bills of legislation relate to recreation. These involve many provincial departments and authorities. They all indicate the need for a provincial youth authority. A separate Department of Youth appears to be a logical solution. This stands out when one considers that leisure time may soon out-strip work time.

In smaller municipalities multi-purpose recreation centres would appear to meet needs that cannot be met by school-centred programmes alone.

Throughout the province, the Committee has noted a great lack of physical, cultural and social facilities for the use of young people in their leisure time. These shortages are long-standing in lower income areas and outlying rural districts where any facilities are rare and for late-teenagers, they rarely exist.

To enable more young people to participate in physical, social and creative activities a vast expansion of recreational programmes must be undertaken. Public recreational services in the local community have been found to be far below standard. Moreover, public services tend to be spotty and poorly distributed among various areas of the community

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and sections of the population. Private agencies are concentrated in urban centres and direct their attention chiefly to a middle-class constituency.

There are, therefore, some very obvious gaps in the recreational services now available to young people generally. These particularly apply to those in their twenties, girls of all ages, rural youth, lower-income groups and individuals who for one reason or another find difficulty in adjusting themselves to group life. All these young people have less than their fair share of opportunities. Incongruously, these same conditions were outlined by the Canadian Youth Commission in 1946.* But very little seems to have been done to correct them.

The reason seems to be ineffective communication between provincial government departments presently involved in extra-curricular activities that are available to young people. The Departments of Labour, Education (Community Programmes Branch and Youth Branch), Agriculture, and Lands and Forests are particularly involved.

The Department of Labour can provide, upon request, limited amounts of sports equipment to organizations throughout the province.

The Department of Education will provide a variety of recreational programmes (as outlined previously) upon request of school and municipal recreational authorities.

The Department of Agriculture can provide limited grants towards such cultural projects as auditoriums, community centres and through paid staff leadership, sponsor 4H Clubs, and Junior Farmer Associations in rural Ontario.

The Department of Lands and Forests employs teenagers (17 years of age) for provincial park land projects on a summer-long basis (the students are paid and boarded). These projects include making campsites for tourists; road clearing and construction; portage making and clearing, in canoe trip and tourist areas of provincial parks. Elementary forestry, survival and safety training courses are also provided in this highly productive and recreational activity. Unfortunately, the restriction of seventeen years has limited the opportunities considerably.

There is no co-ordinated effort either on the part of the municipalities or the provincial departments to establish equality of services to those areas in greatest need of recreational facilities or services.

* Youth and Recreation, The Canadian Youth Commission, Ryerson Press, 1946.

The need for co-ordination of recreation agencies closely parallels the needs of any community for a co-ordinated youth council, consisting of youth service and family service agency representatives. This requirement was reiterated many times to the Committee. Such a council is needed to adequately assess recreation and other youth services. It is obvious that both the council and a Department of Youth will be necessary to achieve the mutual aim of community and provincial governments, which is equality of recreational opportunities for young and old alike throughout the province.

Another great need noted by the Committee was that of more camping facilities in our province for young people and the public on a year-round basis.

Many submissions indicated specific areas of need that could best be met in a camp setting. Boy Scouts, Girl Guides, organized camping and tripping groups, hosteling groups, summer music schools, and therapeutic agencies for handicapped children are some organizations that require good camping areas. These should be well spaced throughout the province and set aside as conservation areas for wild life, as well as recreational pursuits.

Camping has become an integral part of Canadian life. To keep pace with the splendid work of private camping organizations, more public emphasis should be directed to this fine area of recreation. The Department of Lands and Forests should be responsible for locating and establishing the camp sites. These, it is felt, could do much to provide needed camping facilities for the use of many non-profit groups of young people in Ontario.

Recommendations

The Select Committee recommends that:

124. The province encourage and promote the establishment of municipally-sponsored, co-ordinating councils made up of representatives of all youth, recreational, health and welfare agencies in the community. This council should co-ordinate all youth programmes and in co-operation with the province promote the health, recreational and cultural activities of the community.
125. This municipal co-ordinating council assess the physical needs and facilities of the community and in consultation with a Department

Recreation

of Youth determine the need of multi-purpose Youth Centres and/or other needed facilities which should be forthcoming in the same manner as suggested in recommendation 122.

126. A province-wide camp site programme be undertaken by the Department of Lands and Forests to provide camping facilities to non-profit youth agencies at a low nominal fee. Camp grants for the assistance of non-profit youth agencies, which are presently available, are inadequate, and should be adjusted to more accurately reflect present day cost.

Public Education Re: Recreation

Some submissions stressed the importance of a positive programme to educate young people and the public on the value of recreation and what programmes are available.

Many organizations provide much-needed services to special groups of young people, but the persons who could benefit most do not know about the services. As a result only a few people use these services.

Public education in recreation should be encouraged and sponsored by a Provincial Department of Youth. Such a body would have close liaison with local agency councils in the various communities. It could easily promote public education programmes about recreation services that would reach the youth of all communities.

It would appear that the province should be collecting data useful to youth serving agencies. A statistical profile outlining educational opportunities, welfare policies, recreational facilities and employment conditions throughout the province for youth, would be of inestimable value.

Public education, (emphasizing respect for standardization of community recreation facilities) would help raise the quality and expectations of recreation programmes and facilities. But this would first require the establishment of acceptable recreation standards for Ontario. The province, in conjunction with municipal youth-serving agency councils, could set such standards at a provincial level — particularly with the help of recreational organization representatives.

Recommendation

The Select Committee recommends that:

127. A Department of Youth should have a registry of information and make it available to youth-serving agencies, regarding educational

opportunities, welfare policies, recreational facilities and employment opportunities for youth.

Exchange Visits, Youth Conferences and Seminars

In North America it has long been traditional for private enterprise, more than public services, to hold regular conferences in the areas of mutual concern. Every kind of industrial, commercial and financial enterprise participates in conventions, seminars, clinics and meetings that feature reviews of methods and trends. It is a sometimes costly, but invariably successful, method of interchanging ideas and information. But when it comes to spending public money for similar activity among youth organizations, enthusiasm quickly wanes.

Similar practical exchanges might have done much to reduce the ignorance and suspicion between the two great founding nations of Canada, especially, if this had been conducted on a youth level.

Positive values accrue when such exchange programmes are promulgated. For example:

- a) Better understanding and tolerance of the people visited is observed.
- b) Personal responsibility is assumed by many exchange representatives to interpret to people back home, their new knowledge and acquaintances gained from another province.
- c) Broader acceptance of foreigners is more characteristic of people who have travelled and mingled with people of other environments.

Recommendation

The Select Committee recommends that:

128. A provincial government policy of encouraging youth visitations to other provinces through school exchange programmes, youth club conferences, Scout jamborees, Y.M.C.A. and Y.W.C.A. conferences and special group seminars be implemented. (See recommendations under Education # 81 and # 82.)

Research in Recreation

Many recreation officers attached to municipalities and private organizations strive hard to answer the leisure time needs of the people. It is a two-fold problem. Sometimes neither recreation

Recreation

officers nor the people know what these needs are. It is therefore necessary to establish provincial research facilities to investigate the leisure time needs of our society. Such research could be undertaken at local levels with assistance from the province. The recreational needs of our handicapped citizens of all ages (such as the blind, the deaf, the retarded) should be a primary concern of research.

Recreation does not have the respect or concern of the public as do the areas of education, welfare and health. This stems from the public's ignorance of the increasing implications of automation and its consequent impact on leisure time of people of all ages.

More fact-finding is needed. This can only be done by a powerful and responsible body such as a Department of Youth, which can feed back data findings, and observations to our local communities. However, there are many areas of research that can be undertaken by local organizations with varying amounts of support, financial and advisory, that could be provided by the province.

Recommendations

The Select Committee recommends that:

129. The province undertake a research programme in recreation designed to get the information necessary to implement a sound recreation programme for people of all ages in the province.

The following are only a few areas that need research:

- (a) A study to find ways of combining physical fitness with recreation for the youth of this province.
- (b) A research programme into overall recreation needs of youth.
- (c) A study to identify ways to secure more publicity for the positive achievements of youth.
- (d) A study of those recreation skills that may be useful in later life and when such skills should be taught.
- (e) A study of methods employed in other countries in the areas of recreation.
- (f) A study of the economics of effective recreation and its appropriate share of the tax dollars.
- (g) Special research in the area of recreational programmes for the handicapped — the deaf, the blind, the retarded, emotionally disturbed, hemophiliacs and many others.

WELFARE

Background in Canada

A backward glance at history, will help to put the welfare practices of Canada in perspective. In the formative years, the introduction of the seigniorial system gave to New France and to Canada one of its most enduring elements.

W. P. M. Kennedy, in his book *The Constitution of Canada*, says that there was social acceptance of all members of the seignories on an equal basis both vocationally and socially. This was because the common problems of living together required everyone to share hardships and pleasures together. "The church followed the Middle Ages' custom of assuming the responsibility for the relief of destitution. To give alms to all who were in need, to feed the hungry, to succour the widow and fatherless were duties of every Christian not wholly for the sake of those relieved, but for the salvation of the charitable," he wrote.*

There seems to be no firm evidence as to why the English Poor Laws were not incorporated in the main body of English Civil Law in 1792.** However, the above-mentioned conditions possibly explain, in part, the obvious lack of need for such legislation. The correspondence of Lieutenant-Governor Sir John Graves Simcoe is quite specific about this, as the following shows:

"The effect of the dismissal of the Poor Laws at the commencement of the Province's life as a separate political unit thus came to have a meaning that was distorted and misleading, but non-the-less of enduring significance in the development of the province. While the memory of the extent of assistance given to the United Empire Loyalist settlers receded, the legislative repudiation of the Poor Laws stood out in the first volume of the Provincial statutes as a visible record of what seemed to be a renunciation of public responsibility for the poor of the province.

"The effect of the rejection of the principle of Public responsibility for assistance to those in need by the Upper Canadian Legislature (Ontario), was to shift the responsibility for the poor from public authority to the individual, the family and private philanthropy. This proved to be an abdication of responsibility which could not endure indefinitely; the years from 1792 to 1867 were to see gradual and permanent assumption of public responsibility for those in need;

* W. P. M. Kennedy, *The Constitution of Canada*, London: Oxford University Press, 1922, p. 23.

** Upper Canada Statutes, 1792, Chapt. 1.

yet the effect of the initial denial cast a long shadow, reaching indeed, deep into the Twentieth Century.

"The absence of a Poor Law assigning definite responsibility for the poor to some public body, resulted in the adoption of various expedients from which was to emerge a sharing of responsibility between public and private bodies that has become an enduring characteristic of social welfare organizations in the province.

"The rapid growth of cities and the occurrence of periods of economic depression, however, began to place a burden on the private agencies which they have found increasingly more difficult to carry."*

The Present Situation

Such peculiarities in the changing attitude of the public's mind reflected in early Ontario statutes, first, abdication of responsibility by government for any welfare services. This was followed by the gradual "assumption of piece-meal" public responsibility which has continued to the present day.

In Ontario, private agencies have, and do the pioneer work in providing new and advanced social services while government assumes the responsibility for many publicly recognized services originally sponsored privately including children's aid and welfare payments to the needy.

Against the above historical background of Canadian welfare and current practice and philosophy, today's needs in welfare services for youth have been found to be many and varied. They fall into at least three important categories.

- (1) Services and facilities for youth and family counselling (public and private).
- (2) The problems of professional staff shortages and training for this type of personnel (largely study in the behavioural sciences).
- (3) General financial assistance to expand existing services and initiate new ones to work with youth and their families on a direct or personal contact basis.

The Committee has been greatly concerned regarding the serious shortages in basic social services noted throughout the province. Services,

* Correspondence of Lieutenant-Governor John Graves Simcoe with allied documents relating to his administration of the Government of Upper Canada. The Toronto Historical Society, 1929, Vol. 4, p. 115.

for example, designed to prevent marital breakdown, to reduce the drop-out from school, to assist the child caring agencies, to protect children who have been placed away from their families and to see that they receive the most adequate services available, are in short supply and inadequately staffed.

Through the experience of what happens to children separated from their families we have learned much that has changed child welfare work from earlier days.

The knowledge gained from psychiatry, psychology and social work has placed increasing emphasis on preventing the separation of children from their parents whenever possible. More, it has accentuated the need for re-establishing families while children, are, of necessity, institutionalized, so that they may be returned to better homes than they left. Also stressed, has been the need for foster homes for those children who need permanent care (adoption and training-school children whose own homes are not conducive to successful rehabilitation) — as well as many young people before the juvenile courts, who require homes away from home, but short of training schools.

Counselling Services

Many kinds of youth agencies throughout the province told the Committee of the extreme, sometimes urgent need for more family-centred counselling agencies. Hospitals, children's aid societies, churches, Y.M.C.A.'s, Y.W.C.A.'s and juvenile and family courts point out the consternation of families that have no place to go for help when they are in trouble. Marriage troubles, child guidance problems and others in mental health and economics are some examples.

The new Child Welfare Act of 1965 apparently has made possible the tangible recognition of the need for preventive work being done by child-caring agencies, such as the children's aid societies and others. But preventive work surely means assistance to families through family counselling, not just the ameliorating of the physical aspects of child neglect by protection departments of these agencies.

Children's aid societies could consider the extension of their counselling services to include all branches of family counselling which is so much needed in every community visited by the Committee. Yet implementation of such a scheme need not inhibit the full scale development of family

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service organizations in their own right. The need is great enough to demand the combined efforts of all agencies capable of providing such services.

This will not be easy. Some municipal councils curtail badly needed social services by holding up the budgets of social agencies, and in other ways fail to meet the needs of people in trouble. Actually, this is a costly practice. The hidden cost of broken homes, improperly cared for children, untreated emotionally disturbed and poor prevention services for delinquency and mental health are incalculable. Experience shows that welfare costs can only be kept down by the maintenance of well-established properly staffed agencies that can deal with social problems where they can best be resolved — in and at the family level.

Many private agencies try to conduct in-training programmes for their staff, often at the expense of important direct services. Depending on voluntary funds such as United Appeal, they really don't have enough money for training personnel. It seems logical that government funds should be appropriated to such agencies for conducting in-training programmes for professionally-trained and non-professional staff working in counselling services. Public counselling services, such as those conducted by welfare departments, mental and public health clinics, should be encouraged to expand these facilities.

Throughout this report there have been several references to the need for local councils made up of representatives of youth and family servicing agencies. Such bodies should be sponsored by the local communities and act as a liaison body with a Provincial Department of Youth. Thus, the social welfare needs of each part of the province as they affect youth may be determined and appropriate action undertaken.

Recommendations

The Select Committee recommends that:

130. All children's aid societies in the province provide family counselling to their services and budget accordingly. Under the provisions of the New Child Welfare Act, 1965, the prevention sections would permit the children's aid societies to include family counselling on a much broader scope than formerly.
131. In those municipalities where children's aid societies are not providing family counselling services, financial encouragement should be

given to develop such services on the same grant basis as is now being given children's aid societies. Similar help should be given to those approved existing family counselling agencies.

132. The provincial government provide assistance in in-training programmes to any approved private social agency undertaking such programmes.
133. Public agencies undertake in-training programmes when required and budget for them on an annual basis.
134. All churches conducting marriage preparation courses and family life training are to be commended and asked to make every effort to increase these programmes.
135. Every municipality should have an agency council consisting of representatives of all youth and family servicing agencies. This council should be a liaison body with a provincial Department of Youth in matters requiring provincial assistance either financial or advisory, respecting youth.

Wholesome Living Quarters and Services for Migrant and Working Youth

There are urgent pleas (mainly from larger municipalities) for wholesome living accommodations for young men and women who arrive in these cities with little money and no jobs and stay for varying periods of time.

The Committee commends those agencies now providing such services but believes that they are too few and cannot provide the full needs desirable. Some communities are insufficiently aware of this problem which shows up in inadequate grants. Yet such protective services could do much to establish young people in our urban communities under proper auspices. Recent studies on the subject by the Social Planning Council of Metropolitan Toronto, illustrates the situation:

"The need for living accommodations for adolescents and young adults living apart from their families has been confirmed by agencies and studies conducted by the Social Planning Council. Various kinds of living arrangements are needed such as hostels, supervised rooming houses, boarding houses and group houses."*

* *A Study of the Needs and Resources for Community-supported Welfare, Health and Recreation Services in Metropolitan Toronto*, — Social Planning Council Report, Toronto, 1963, p. 94.

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Recommendations

The Select Committee recommends that:

136. The Department of Youth should thoroughly investigate the problem of migrant youth, with a view to assisting those agencies which could, or already are, providing such services for these young people.
137. Such living accommodations should be licensed, inspected and meet the standards of the Ontario Department of Welfare, like all other youth institutions.
138. A Central Registry of supervised boarding homes should be available in each municipality for transient youth pending their habilitation in the community.

General Financial Assistance To Expand Existing Services And To Initiate New Services

Many submissions to the Committee contained recommendations for some form of financial aid to Ontario social agencies. The Committee itself, during visits across the province also saw the need for such aid.

This is one area where the proposed Department of Youth could play a necessary and vital role. It could help assess the financial needs of agencies in each municipality. Working with municipal youth and family advisory councils, it could determine what financial aid should be provided by government and private sources.

The concept of using public funds to assist private agencies is not new. It is important, however, that when this occurs, the legislative controlling body should be the one dispensing the funds. Further, requests for such help should come from the local youth agency advisory council to the Department of youth.

Recommendations

The Select Committee recommends that:

139. Financial assistance to youth service agencies be assessed by a Provincial Youth Department on a municipal basis and in collaboration with a municipally-sponsored youth agency council (made up of representatives of responsible youth and family service agencies in each of the communities).

140. A Youth Department have the power to recommend to the province, the amount of assistance to be granted to any expansion of, or initial social service considered on the basis of recommendation 139 above.

Preventive Programmes

The Select Committee believes that the working mother is here to stay. Not every mother is obliged to work, but many prefer to use their talents in business, or the world of work outside the home.

The Carnegie Study* of 90,000 Grade Nine students in Ontario, reveals that 26.4 per cent of mothers work, many of them through necessity. In such circumstances the need for day care centres, visiting homemakers and day nurseries are essential to support the family unit.

Children's aid societies are having to widen their areas of responsibility as a result of the increased need for "family protection departments" to prevent family breakdown and to assist through good counselling services.

In the areas of prevention, it was pointed out that statutory intervention agencies like the children's aid societies, can move into these areas on an authoritative basis not possible for private agencies. The new welfare legislation now permits greater expansion in the areas of visiting homemakers and family counselling by these public organizations.

A large and effective settlement house in Metropolitan Toronto, St. Christopher's House, aptly expresses in its brief to the Select Committee the need for preventive services for children of working mothers:

"One of the greatest needs at the present time is for day care for the children of working mothers . . . In downtown areas, where many mothers must go out to work, very inadequate child care arrangements are all too common . . . The Protestant Children's Homes, The Victoria Day Nursery and The St. Christopher House are each experimenting with programmes of day care for small groups in specially selected family settings . . . Since the Ontario Government already realizes the importance of day care and at present subsidizes day care centres sponsored by municipalities, we recommend that consideration be given to subsidizing this new form of day care service as a further step in meeting the desperate need for care of children of working mothers."**

* Carnegie Study of Identification and Utilization of Talent in High School and College, D. G. MacEachern, Bulletin No. 1, p. 5, Toronto, 1960.

** Brief presented to the Select Committee on Youth by The St. Christopher's House, Toronto, p. 4.

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The role of private agencies in preventive services is of major importance to any community. They often have an initiative that cannot be duplicated by public agencies. New approaches, and variety of social needs that appear on the local scene requires the continued interest of public-spirited groups, who invariably rise to the occasion with ingenuity and energy to meet their community's needs.

Visiting homemakers and day care services throughout the province are not adequate to meet the needs of most of the municipalities visited. This is partly due to under-publicizing the kind of financial assistance that is available to communities through the Day Nurseries Act.

Visiting Homemakers can be obtained in any part of the province by the municipal authorities by selecting any competent person in the area to fill this role.

" The municipality pays all or part of the cost of Home-maker services for those who cannot pay in full, the Province reimburses the municipality in the amount of 50% of a maximum of \$12.00 for an eight hour day or \$1.50 an hour"*

These are important services and should be well understood by those who require them — especially as to availability and cost.

Recommendations

The Select Committee recommends that:

141. Day care for children of mothers who require day care for social, economic or emotional reasons be made available by area municipalities in the province. Priority according to need should be the criterion of admission. Day care should be viewed in terms of nursery school and play-group facilities essentially educational in content.
142. In order to encourage municipalities to establish such centres as soon as possible, the Department of Welfare pay 80 per cent of the net cost of the operation of these services. This should be reviewed from time to time in the light of such services being provided by the various municipalities.
143. Maintenance for such services should be met by the terms of the Day Nurseries Act. Where a municipality refuses to participate and the Day Nursery Branch can establish need, then that Branch must

* The Province of Ontario . . . Its Welfare Services, Ontario Welfare Council, Fifth Edition, Homemakers and Nurses Services Act, 1954, p. 26.

be empowered to assist in the formation of Day Care Centres at the local level through citizens groups where they are so organized. Such private non-profit ventures, if acceptable, should be eligible to receive up to the 80% level of the net cost of operation of these services.

144. The methods by which individuals may obtain day care nursery service, visiting homemaker service and how they are financed be more vigorously publicized by the Department of Welfare and not left to municipal councils to do this.

"Adjustment" Programmes For Migrating Minority Groups

Several submissions have indicated the need for more counselling and information centres for immigrant and migrant youth. These centres would require multi-language personnel.

Here, the Committee recognized that much is being done for the immigrant by the Federal Department of Immigration and the Provincial Department of the Provincial Secretary (Immigrant Training Branch), through joint efforts in areas of education for adults by both departments. The Federal Government pays for books and the Provincial Secretary's Department provides teachers and classrooms.

What seems to be required is an extension of the services now provided, particularly those for young students. These persons who have little or no command of English must take classes with other children who are proficient in English. This is a serious handicap for the immigrant child. Often it results in his early drop-out from the school system to become an unskilled worker at an early age. This matter has been dealt with in part in the earlier chapter under the Education term of reference, pages 59 and 60.

A programme involving over \$10 million is now being undertaken on behalf of Canadian Indians so it would be premature to make recommendations in this area, except to say that this work and effort is long overdue. The abject physical and social conditions under which this group of our population has lived for many years (particularly in the north) reflects no great credit on our province, and requires urgent attention.

Recommendations

The Select Committee recommends that:

145. The existing service of the Immigration Department (Federal) and

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the Department of Provincial Secretary (Immigration Teaching Branch) extend the services presently available to adult immigrants to include similar services for their children.

146. These services be under the direction and supervision of the Department of Education. (See pages 59 and 60 under Education).

Expanded Opportunities Of Service For Youth

The most satisfying experience the Committee can report has been the freshness, stability, enthusiasm, and challenging capabilities of the youth of the province.

This great reservoir of fine potential talent has not been properly evaluated or used. It takes the form of willing young people who are capable of being entrusted with a variety of tasks that both need doing and for which youth are admirably suited. Some of these are: volunteer service in hospitals, senior citizens' institutions, tutoring, visitations to less fortunate children as big brothers and big sisters through organized groups for this purpose.

Young people are most knowledgeable regarding community needs and can be a great source of help if they are organized and challenged to deal with such needs. For example, conducting paper drives to obtain money for worthy community needs in cultural, welfare or recreational fields.

The cause of the situation often hinges on responsibility. Too little responsibility has been given to teenagers who are ready and eager to pitch in on most worthwhile projects that the imagination of responsible adults can devise.

Young people need this kind of activity to help use up their great energies and enthusiasm — providing the end result is a satisfying achievement of goals and carries recognition of their effort. Experienced workers in the behavioural sciences say that one of the greatest main-springs of productive effort among young people is properly given praise for a job well done. It is the very stuff of which character building is made when thoughtfully used by adults.

Recommendations

The Select Committee recommends that:

147. A Provincial Youth Corps be undertaken under the auspices of a

Department of Youth to undertake major community projects in the name of youth and for the betterment of our communities.

148. Every community youth agency council examine the possibilities of youth projects that can be undertaken by youth with guidance from such councils and support from a Provincial Department of Youth.

Research

Welfare, as it affects youth and adults, is always in a state of change. For this reason a Department of Youth of the Provincial Government must constantly review new services, problems and techniques from all sources and relate them to Ontario problems. Such research should be continuous and be assisted and encouraged both financially and on an advisory basis by a Department of Youth.

Many specific questions in youth welfare need investigation and study. Some of these questions form part of the Committee's recommendations below; the answers to many should be sought at an early date.

Recommendations

The Select Committee recommends that:

149. Research be a continuing process of re-assessment of youth problems and services to keep this province a well-informed leader in youth progress and development.
150. The following research projects should be added to the suggestion in recommendation 149 above:
- (a) a full-scale social service manpower survey be undertaken which will have enough scope to consider the following:
 - (i) establish the extent of the gap between professional manpower needs and the availability of trained persons to meet such needs; identify and estimate future manpower demands.
 - (ii) the education and training of social services manpower — undergraduate, graduate and in-service training — policy and plans; recruitment and retention of social service manpower.
 - (iii) utilization of available social service manpower; salaries and working conditions; attrition and mobility of professional manpower in the social services.

- (b) Research to identify the special social adjustment problems of disadvantaged youth — the unemployed, physically and mentally handicapped, racial and ethnic groups.
- (c) Research into the problems associated with community co-ordination of social service resources, such as the extent of duplication of service, information dissemination.
- (d) Longitudinal studies of the effectiveness of treatment and rehabilitation programmes administered to youthful offenders, the emotionally disturbed, the physically handicapped and other special youth groups.
- (e) Research into the nature of changing sex attitudes and sex practices among young people, effectiveness of programmes of sex education and guidance programmes directed toward young people in these matters.
- (f) Research into the daily communications media available in Ontario (T.V., radio, newspapers, magazines) and their effects on youth.

Local Co-Ordination of Effort

The Select Committee's visitations in widespread Ontario communities had several beneficial results. One was a remarkable enthusiasm (within the particular community) to help the Committee. Another was the self appraisal of the community's profile in youth needs that inevitably came out of the investigation.

Frequently, organizations submitted a list of needs and shortcomings in their communities without really being aware of facilities available. How could this happen? Because there was no local council of agencies from youth and family organizations to help establish the needs, co-ordinate planning and give guidance on the local scene.

Some municipalities visited saw the value of maintaining the mayor's committee on youth that had been specially formed to help the Select Committee's investigation. These committees have since been used as youth agency councils. They give advice and guidance when needed to municipal councils on youth requirements, such as co-ordinated services and proper health, welfare and recreational programmes.

Other municipalities have created social planning councils, or youth agency councils within a similar operating framework. The Committee

believes that this intra-municipal activity is a big step forward. It shows that some municipalities have quickly seen the need for, and benefits arising out of, a properly organized programme of local resources. In such a plan, duplication of efforts and services are more readily seen and eliminated, and gaps in youth services can be rectified.

With the advent of municipally-sponsored representative youth and family agency councils at the local levels, co-operation with the proposed Provincial Department of Youth would be assured. A provincial authority cannot operate in a vacuum. To be most effective it should depend on and relate to local agency councils. When properly constituted these local councils can identify community needs better than any other body. A Provincial Department of Youth would be able to co-operate and advise in areas of financial assistance and pass this on to many communities.

The Department of Youth through its facilities should be able to discover the total needs of youth and to effectively meet these needs through broad-based efforts, on a continuing basis. This is important.

Regarding health or educational needs, these are generally being recognized in conjunction with recreational, cultural or welfare requirements. Physical fitness needs, seem unrelated to any specific area of authority to the detriment of general healthy activity and well-being of our young adults.

Presently there exists a lack of co-ordination on youth affairs between many government departments. Each department makes decisions in its own area of competence without knowing what other departments are doing. This results in many gaps in essential services because no one department is charged with a youth-dominated responsibility. But it must be pointed out that the need for organizing community organizations of youth agencies, into municipally-sponsored youth agency councils is as necessary as the urgency to establish a provincial Youth Department. Both levels of organization are essential. Working together, they should be able to promote the communication that is so necessary in reaching fully-integrated youth services across the province.

Recommendations

The Select Committee recommends that:

151. The Ontario Government encourage and assist in organizing youth agency councils in Ontario communities consisting of representatives of all youth serving agencies, both public and private.

152. The responsibilities of such councils should include:

- (a) Assessment of youth needs in the community.
- (b) Acting as an advisory body to municipal councils on youth matters.
- (c) Acting as an advisory body to a Provincial Department of Youth regarding youth needs and also be a liaison body between the community and the provincial government in these matters.
- (d) Endeavour to provide the maximum services for youth in the most economical and efficient manner — (thus, avoiding overlapping of services where this occurs and supporting essential services when they are required by the community).
- (e) Undertake continuous research in conjunction with, and assistance from, the provincial government when and where indicated.

EMPLOYMENT

Projection studies regarding the incidence of youth at various ages in future years (see Plate 6) have been undertaken. These were prompted by material and questions raised in briefs received as well as visitations and Committee-member discussions.

Current population estimates and future projections, supplied by the Dominion Bureau of Statistics and Ontario's Department of Economics and Development, show that large numbers of youth fall within the terms of reference of the Select Committee. For example, in the 5-14 year old age group, 1961 Census figures indicate that there were 1,268,000 boys and girls in the province; the latest estimate (June 1, 1966) for this age group shows substantial increases to 1,425,000. By 1981 it is estimated that this age group will likely increase to slightly over 2 million.

In the 15-24 year old age group, there were 823,000 in 1961, the best available information suggests that there are now (June 1, 1966) approximately 1,025,000 in this age group and by 1981 this figure is expected to reach at least 1.6 million.

Dominion Bureau of Statistics projected statistics suggest that in the next thirty-year period, Canada's population will almost double the 1961 Census figures.

A particularly significant aspect of the population trend for the Committee is the shift in the median age.* It is estimated that in the 1961-71 period, the median age will fall below 25 years of age. In other words by 1971 over half of the population of Ontario will be under 25 years of age.

Despite compulsory school laws which are designed to keep youth in school until the age of 16, a substantial number of 15 year olds are out of school and gainfully employed. The exact numbers during this period of the Census were: 6,120 males and 2,867 females, representing 12.8 per cent and 6.4 per cent respectively of the total number of 15 year olds.

* Median age represents the age above which and below which half the population lies.

Population Trend and Projections of Ontario Youth 1931-1981

Chart F

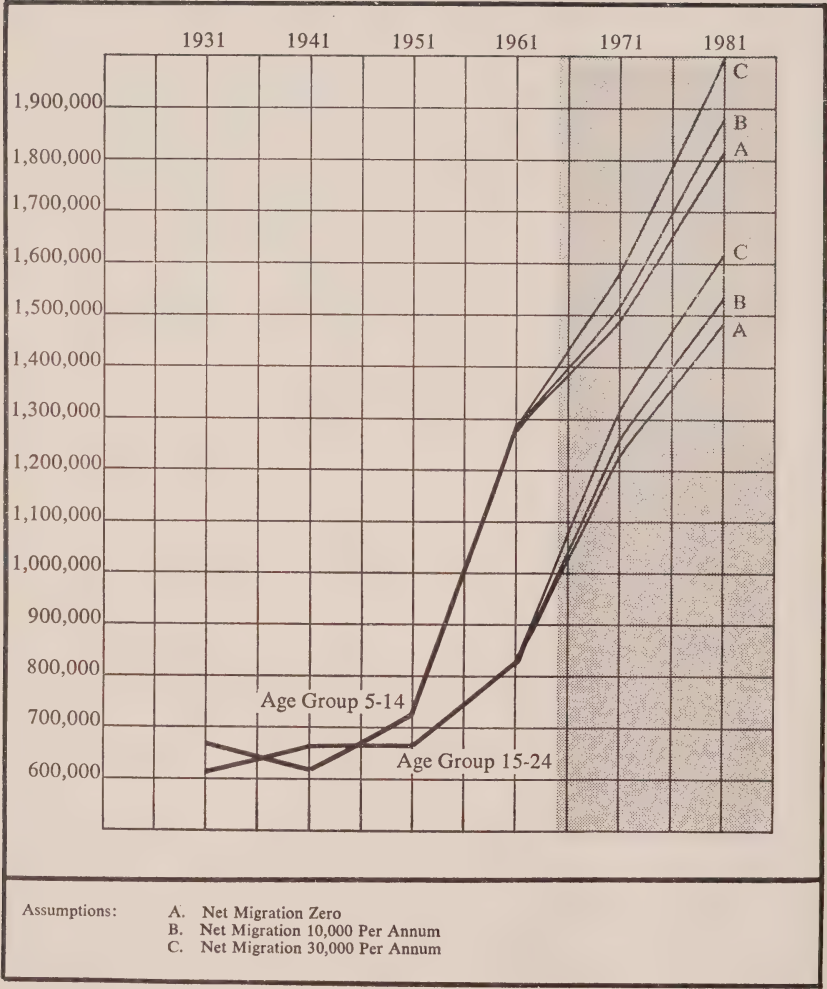


PLATE NO. 6

A look at the employment and unemployment tables over this period reveals the following:

YOUTH IN ONTARIO LABOUR FORCE*

1955-65

	1955	1960	1965
Total Labour Force			
All ages -----	2,059,000	2,377,000	2,614,000
Employed -----	1,993,000 (97.0%)	2,249,000 (94.6%)	2,548,000 (97.5%)
Unemployed -----	66,000 (3.2%)	128,000 (5.4%)	66,000 (2.5%)
Labour Force			
Age 14-19 -----	178,000	201,000	240,000
Employed -----	168,000 (94.4%)	178,000 (88.6%)	224,000 (93.3%)
Unemployed -----	10,000 (5.6%)	23,000 (11.4%)	16,000 (6.7%)
Labour Force			
Age 20-24 -----	244,000	259,000	298,000
Employed -----	235,000 (96.7%)	241,000 (93.2%)	288,000 (96.6%)
Unemployed -----	9,000 (3.7%)	18,000 (6.9%)	10,000 (3.4%)

The labour force figures noted above for Ontario are annual averages and are based on the monthly Labour Force Survey which is collected during a specified week each month. They refer to that portion of the civilian non-institutional population 14 years of age and over who, during the reference year, were employed or unemployed.

Between 1955 and 1965, the number of teen-agers 14-19 years of age in the Ontario labour force increased by 62,000. These gains in the teen-age labour force are, in spite of the greater holding power of our schools and the increasing difficulty of obtaining employment without sufficient formal education. Young workers are more likely to

* Tables prepared by Special Surveys Division, Dominion Bureau of Statistics, April, 1966.

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be unemployed than older more experienced workers. The average unemployment rate in 1960 for the 14-19 age group was 11.4 per cent as compared to the 6.9 per cent for the 20-24 year-old group, and 5.4 per cent for the total labour force all ages. Even in a period of high employment, such as in 1965, 6.7 per cent of the youthful labour force was unemployed, as opposed to 3.4 per cent of the 20-24 age group, and 2.5 per cent for the province's total labour force.

As early as 1945 and in spite of plentiful job opportunities it was noted:

"An important consideration is the evidence that it is becoming increasingly uneconomical for employers in some industries, under conditions of modern production, to employ workers of 18 years or less, except for blind alley jobs or at times when there is a labour shortage. This would seem to be a long term trend and not a depression phenomenon."*

With the expected increase in the percentage of our population shifting to an age median under 25 years of age, some idea of the employment problems of youth may be appreciated. These are some of the inescapable facts with which those charged with the responsibilities of youth will have to reckon.

No discussion of employment is complete without some reference being made to "automation".

We recognize that this term generally means the replacement of manual and mental labour by machines and mechanized units. What we are not so sure about are the implications of automation.

"A great deal has been said about automation — both its technical aspects and its social effects — but there has not been any general agreement on the significance of automation. It can be a great boon to humanity in freeing us from a great deal of drudgery and can greatly increase our standards of living if we adjust our economic and political environment to the changing technology. Many workers, however, fear that increasing automation will result in increased unemployment."**

The following pages portray some pressing problems in the training and employment of young people in Ontario. Information is based upon

* Youth and Jobs in Canada, Canadian Youth Commission, Ryerson Press, Toronto, 1945, p. 6.

** *Automation and Social Change* — Introductory Remarks by The Honourable Robert Macaulay, Minister of Economics & Development, 1963, p. 10.

many submissions from agencies and individuals from various parts of the province.

Apprenticeship Programmes

In the apprenticeship system of preparing young workers for skilled employment, on-the-job training seems to be preferred by employers rather than extensive pre-employment or separated trade training programmes. This is understandable. In-service plans have the great advantage of permitting the student to practice a lot of what he learns almost immediately, and with effective continuity which is so important in the learning process. Lack of this learn-and-do process is a serious disadvantage to those students in separated programmes of education training.

The absence of a highly-developed apprenticeship programme in Canada has been one of the greatest disadvantages to young people in the employment field. The business and industrial community appear reluctant to become deeply involved. This, together with the fears of some members of the trade union movement, robs our youth of expanded opportunities in on-the-job apprenticeship training.

Certainly, many more designated trades with appropriate apprenticeship programmes should be undertaken in Ontario.

The Committee notes that with the advent of the "Apprenticeship and Tradesmen's Qualification Act, 1964", apprenticeship contracts are written in terms of periods of hours, rather than by calendar periods as formerly. Wage progression by periods for apprentices is based on percentages of the average wages paid to journeymen under whom the apprentice is working and receiving training.

Trades, granting credit for educational qualifications require a Grade 12 diploma. Trade school training normally consists of two 10-week full-time day courses, with the first (basic), usually being conducted during the first or second period of the contract, and the second (advanced), before completion of the contract. Under the Federal-Provincial Training Agreement, the tuition costs are paid and the apprentice is given a subsistence allowance to cover the cost of room and board while attending school.

In evaluating government-sponsored, apprenticeship on-the-job training the Committee was much interested in results of a recent pilot

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training project in the garment industry undertaken by the Department of Labour. This project stemmed from the quick response of the garment industry to the Minister of Labour's announcement, early in 1965, that the Department would assist firms setting up job training programmes. Most apparel jobs are semi-skilled, and consist of sewing and stitching operations performed by female workers.

The programme began in March, 1965, using two instructors who were ordinarily supervisors in the Toronto company selected for the project. They were paid entirely by the government during the training period. Forty-five persons entered the programme and were divided between the instructors for training. The training programme time covered ten weeks.

"The trainees were paid at the minimum wage of one dollar an hour; the wage costs received during the training period being shared equally by firm and the government. The Federal portion of the government's share was 75%, the Provincial 25%. Production returns accrued 100% to the company while training costs, other than wages, were totally absorbed by government.

The results of this training are shown dramatically in the progressive output of almost all the trainees. Upon graduation each trainee was taken out of the course to work on piece work rates.

The average value of output per hour for the entire group of trainees increased 47¢ in the first seven weeks of training.

The averages are tabulated below:

Week of Training	Output per Hour
1st	19¢
2nd	30
3rd	31
4th	37
5th	51
6th	56
7th	66"*

These findings indicate that apprenticeship on-the-job training is a positive and practical approach to many employment problems that are besetting youth and adults who, for a variety of reasons, are not receiving training in the educational system sufficient to meet the requirements of modern employment opportunities.

* Industrial Training Programme, Ontario Department of Labour, 1965, p. 27.

Trade training is particularly relevant to penal institution trainees who often come out of reformatories and prisons with distinct handicaps. Some employers will not hire former inmates of penal institutions (See section on Delinquency). Inmates are generally considered by employers as special risks and they do not feel obliged to take them.

Unfortunately, many institutional trade-training programmes are trade training in name only. They are really production programmes for institutional needs, such as furniture making, plumbing, carpentry and similar jobs. Such programmes do little to assist a man in vocational rehabilitation. There is a tendency to limit trade training to a few conventional trades regardless of the vocational opportunities for such trades. Vocations such as refrigeration, business machine repair, data processing courses are rarely taught in the trade-training courses of penal institutions.

Three government departments have a responsibility in effective programming of apprenticeship training — Labour, Education, and Economics and Development. These departments should co-ordinate their efforts in establishing basic needs in this area, then work out the solutions.

Recommendations

The Select Committee recommends that:

153. The Department of Labour undertake a “personal contact” programme to reach employers and management of the major trades where apprenticeship programmes are urgently needed, in an endeavour to fill the gap needs for more skilled and semi-skilled personnel.
154. Those departments closely related to apprenticeship training, Labour, Education and Economics and Development co-ordinate their efforts in assessing the present state of this need and implement an expanded programme as soon as possible.
155. A Statistical and Research Branch be established in the Department of Labour to keep abreast of employment needs of the province in terms of age groupings, sex, as well as education and trades training qualifications.
156. Research be undertaken by a research branch to assess the requirements of all the industries and employers of labour in Ontario to

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better gauge trade training and educational goals of the potential labour force.

157. Penal institutions make more use of the apprenticeship programmes and encourage employers to employ ex-inmates through subsidizing their wages for a definite period of time.
158. Penal trade training programmes be determined more by constant co-ordination of those in charge of trade training in the institutions with the Departments of Labour and Education respecting appropriate vocational goals for inmate trainees and less on institutional needs as they pertain to industry production and general institution maintenance.

Industry and School Co-operation

Should the same trades be taught in different kinds of schools throughout the province, in the interests of uniformity? The Committee thinks not. It does feel that there is urgent need to establish a provincial policy on the selection of trades to be taught in high schools, vocational, technical trade training schools and Colleges of Applied Arts and Technology. And equally imperative, that such trades be linked to the economic needs of particular regions and the development of industries in those regions. This seems to be a key factor in the training of the labour force.

Leaside Experiment:

(Programme 4, training in co-operation with industry, Leaside Education Assistance Project.)

“This project had originated out of the concern the Government and industry, have had for the future of persons with insufficient academic training. Up to the present time many manual types of jobs, requiring minimum educational background have become mechanized and disappeared. The introduction into industry of the Computer and other automated means of production have generated a demand for personnel with higher levels of education and training. It is believed that this trend will continue and that every opportunity should be given to those employees who have not sufficient education and who have the desire to prepare themselves for jobs requiring higher levels of training. The chances of success in retraining for semi-skilled and skilled jobs are not good unless the individuals have at least the equivalent of Grade 10, high school particularly in English, mathematics and science, as related to industry.

“Briefly the project called for classroom attendance of selected employees for 5 days per week from 3:00 to 6:00 p.m. Experience

in the initial stages showed that 3 months were required to complete the basic subjects of English, mathematics and science to each of the grade levels 9 and 10. Certificates of equivalent standing were issued by the Department of Education for the Province of Ontario to those students who successfully pass the examinations at the end of the courses.

"Participating employees were permitted time off from work to permit them to be in the classroom promptly at 3 p.m. each day. Regular pay continued to normal quitting time. Each student was responsible for providing for himself all the necessary text books, work books, pens, pencils, etc. It is estimated that the maximum outlay for any one employee for such articles did not exceed \$15.00.

"Courses of Study in English, mathematics and science, grades 9, 10, 11 and 12 are based on those prescribed for the Four-Year Programme of the Science, Technology and Trades Branch by the Ontario Department of Education.

Record of Students' Accomplishments

Grade	Number Enrolled	Voluntary Withdrawal	Success all Subjects	Success two Subjects	Success one Subject	Failed all Subjects
9	30	1	26	1	0	2
10	27	0	25	1	0	1
11	29	0	25	4	0	0

Class averages were as follows:

	English	Mathematics	Science
Grade 9	74.8%	65.2%	68.7%
Grade 10	68.7%	70.5%	70.3%
Grade 11	62.5%	67.7%	67.7%

"As these and other test results indicate, the group selected for training, was representative of a wide range of employees found in an average industry, particularly in areas requiring limited skill and academic knowledge — Individual marks ranged from a high of 96.6% to a low of 38.7% based on the three subjects.

"The employees proved to everyone and to themselves that they could adapt quickly to the study situation and classroom environment after long years of absence from school, and that age was not a factor in learning. All this was accomplished with the employees carrying out their normal responsibilities at work each day up to the time of school and in many instances accommodating overtime work as well."*

* *Leaside Assistance Project*, Technological and Trades Training Branch, Department of Education, Toronto, October 1, 1964.

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In a letter to The Honourable William G. Davis, Minister of Education, for the Province of Ontario, Mr. D. C. E. van Eedenburg, President, Philips Electronics Industries Limited, stated:

“Although the growth of a Company is dependent to a large extent on economic factors, its strength must inevitably rest with trained people. Industry has found out that there are too many employed persons, to say nothing of the unemployed, whose basic education does not extend beyond the public school level. Therefore, any programme which is dedicated to the raising of the basic education to permit retraining will make a major contribution, not only to individual Companies, but also to Communities and the Nation as a whole in preparing the work force for changes and more complicated job opportunities.”*

The results of this project have been most gratifying. The Committee and the project's partners (consisting of Federal and Provincial governments, industry and employees), feel that many more co-operative efforts such as the Leaside Education and Assistance Project should be undertaken to upgrade the many more employees in the industrial labour force. Worth noting: that “43% of the labour force have under Grade 8 education”.**

In some submissions and actual job experiences coming to the attention of the Committee, it is evident that many large employers of unskilled labour are demanding much higher academic qualifications than the specific positions really require. This has an adverse effect on both the employee and the employer. For example, many industries require Grade 12 for permanent staff, although the largest number of their jobs require less than Grade 10 to accomplish what is required, such as, stock room, clerical and expediting staff. Even providing for the limited number of such employees who might be considered as future administration material, by far the larger number of such staff will continue to do much the same type jobs for many years.

Closer co-operation between Department of Education, school guidance departments and employers should result in more realistic standards for employee qualifications.

* Excerpts from *Leaside Assistance Project*, Technological and Trades Training Branch, Department of Education, Toronto, October 1, 1964.

** Ibid, p. 1.

Recommendations

The Select Committee recommends that:

159. Greater co-operation be established between the Department of Education, school boards and industry at the local level to resolve problems of appropriate trade training and qualifications of the potential work force.
160. Careful consideration be given by businesses and government for setting appropriate education qualifications for various categories of employment.
161. Chambers of Commerce be encouraged to set up lay committees to study employment problems in co-operation with Canada Manpower Centres, schools and local employers.
162. The Technological and Trades Training Branch of the Department of Education be encouraged to promote more co-operative efforts between government, industry and employers such as the Leaside Educational Assistance Project in various areas of Ontario.

Expansion of Community Vocational Counselling Services And Special Employment Services

School guidance and counselling services rarely help out-of-school unemployed youth or the "handicapped and retarded" who are not in school. The Canada Manpower Centre has 70 local offices with over 900 employment officers in all geographical areas of Ontario. Even these impressive facilities cannot provide the much-needed counselling services (especially vocational) to Ontario's youth.

One current problem regarding youth employment is the need for more intensive organizational work on the part of local Canada Manpower Centres to assist young seasonal workers. The Committee believes that school representatives and the Canada Manpower Centre should establish local youth employment boards devoted to the seasonal and permanent job needs of young people in their respective communities. Jobs from all sources should be solicited by such a board, working closely with the Canada Manpower Centre so that it becomes accepted practice to obtain and refer employment opportunities through this medium. In some localities, the inclusion of local Chamber of Commerce members on such boards would be desirable. Whenever possible, job counselling experts should be available to those seeking employment.

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There are no areas in Ontario that have complete community counselling services to meet the needs of unemployed youth. Such a service is provided by the Toronto Central Y.M.C.A. and although not expensive, is beyond the reach of unemployed young persons. This type of service is basic to appropriate allocation of those persons with difficult problems respecting vocational adjustment.

In most school settings, there is not enough vocational aptitude testing and concurrent counselling. Even in the largest cities, it is on a very limited basis. But the breakdown of vocational counselling has occurred most seriously for the handicapped such as the blind, hard of hearing and others.

Since April, 1962, the Federal-Provincial Vocational Rehabilitation of Disabled Persons Agreement has provided free services to physically or mentally-disabled residents of Ontario. This in respect to cases where remedial measures can be reasonably expected to permit the person to accept remunerative employment in the labour market.

The preamble to this Agreement contains the following paragraph:

“ it is desirable to remove the disadvantages experienced by disabled persons, to avoid their dependence upon the public or relatives and to restore them to usefulness by making available to them appropriate vocational rehabilitation services so that as far as possible they are enabled to contribute to Canada by sharing the same opportunities and accepting the same responsibilities as other members of the community.”

The province has undertaken to develop “a comprehensive and co-ordinated programme” through an appointed Director of Rehabilitation Services. Any responsible agency or individual may refer prospects to these services.

Under the assessment and counselling services, the Provincial Director of Rehabilitation may obtain, as required, vocational assessment to determine a suitable occupational goal for the disabled person. Formal tests, periods of work adjustment or sheltered workshop employment may be used in conjunction with advice from Canada Manpower Centres on labour market demands for the proposed vocational choice relating to the locality and circumstances of the individual.

Too many handicapped young people are in institutions. With more knowledge of specialized counselling and assessment services available to them, they might be partially employable.

Among ethnic groups, inadequate counselling services exist, especially for those people with language difficulties. Language classes are being provided for immigrants by the Provincial Secretary's Department of Citizenship and Immigration (also supported by the Federal Department of Immigration), but these areas cannot and do not give vocational counselling to any extent. As reported earlier in the section on Education, the general language education of the immigrant should be the responsibility of the Department of Education. Therefore, the logical responsibility for vocational counselling should be assumed by the Provincial Secretary's Department of Citizenship and Immigration and the Federal Department of Immigration in conjunction with the Special Services of the Canada Manpower Centre.

Recommendations

The Select Committee recommends that:

163. Vocational guidance departments in the secondary school system be encouraged to include:
 - (a) personality inventory tests;
 - (b) vocational aptitude tests;
 - (c) appropriate mental capacity tests;to better assist students in selecting jobs and courses ultimately related to their vocations.
164. Services such as are presently being provided by the Toronto Central Y.M.C.A. and some private professional organizations be made available, through the Canada Manpower Centres in the areas in which they serve. (Vocational counselling, personality and aptitude testing.)
165. All guidance teachers be alerted to the terms of the Federal-Provincial Vocational Rehabilitation of Disabled Persons Agreements. That they take an active part in referring to the Provincial Director of Rehabilitation Services those disabled students whose future opportunities for regular employment would be enhanced by the provisions of this Agreement. The province should extend the operation of these rehabilitation services to ensure reasonably equivalent opportunities to all areas of Ontario.
166. A Provincial Department of Youth undertake to negotiate with the Canada Manpower Centre to encourage local youth employment boards to help young people get seasonal and permanent employment.

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167. A Department of Youth examine every need of youth in those areas of employment that do not appear to be the concern of any existing services such as handicapped youth; research into employment opportunities for these young people, career and job counselling, collaboration with those government agencies both Federal and Provincial which can assist in meeting such needs should be undertaken by such a Department.

Employment Programmes For Youth

The need for a variety of employment programmes for youth has been expressed by many groups coming before the Select Committee.

Job training centres for youth who do not qualify for admission to existing vocational and technical training facilities are few. And those who need such training are many. Large numbers of drop-outs fall in this category — and without some practical trade-training they have little to offer the labour force. These people are the “last to be hired and first to be fired” group, and swell the province’s unemployed when periodic recessionary business periods occur. To offset the effects created by insufficiently-trained youth, several areas of youth endeavour are submitted as being worthy of mention.

The Select Committee visited three Junior Forest Ranger Camps in central Ontario at Grundy Lake Provincial Park, George Lake near Killarney, and McConnell Lake in McCausland Township. The purpose of the visits was to examine the Junior Forest Ranger programme which involves 75 camps throughout Ontario. The smallest camp serves 16 boys, the largest has 50, while 60 camps operate from 20 to 24-man camps.

The programme is under the direction and supervision of The Department of Lands and Forests and includes work projects in Provincial Park lands such as brush clearing, erection of camp sites, road construction, and building of sanitary facilities for tourists.

The present policy is to employ a boy as a Junior Forest Ranger for one year only. The boys are usually age 17 and have attained Grade 10.

The young Ranger receives excellent food and clean hutment-type dormitory accommodations.

The programme follows a six day week and a daily time table which is:

6:30 a.m.	—	Reveille
7:00 a.m.	—	Breakfast
8:00 - 12:00 a.m.	—	Work Area
12:15 - 1:00 p.m.	—	Lunch
1:00 - 5:00 p.m.	—	Work Area
5:00 - 5:45 p.m.	—	Recreation - swimming, etc.

An educational programme is integrated into the programme of a one-half day a week basis, including the following subjects:

- 1st week — Accident Control and Forest Protection
- 2nd week — Organization of Department of Lands and Forests — Regulations and Employment Opportunities
- 3rd week — District Forest Protection, detection and suppression forces
- 4th week — Administration of limits — Scaling — Cruising and aerial photography, use of compass
- 5th week — Tree seed collection — identification — history of forests — wood lot management
- 6th week — Tree diseases — insect control — damage caused etc.
- 7th week — Identification of game, migratory birds — trapping and game management enforcement.

Each Junior Ranger is paid \$4.00 a day during July and \$4.50 during August, as well as board and transportation (any transportation over \$50.00 on return coach rate ticket). The Department of Lands and Forests will pay \$6.00 per day to Junior Forest Rangers in 1967.

This is an excellent summer work activity for youth and the Department of Lands and Forests is to be commended for its effective and efficient operation. Not only is it a healthy, educational and generally informative experience provided in Ontario's beautiful woodland and lake areas, but the programme has the advantage of inspiring many young men to take up forestry as a career. Due to the selective age policy and limitations of the number permitted to participate, only few youths can enjoy this

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wonderful experience. (For example, in 1966 there were 75 camps, which involved 1,800 boys.)

The need for more camp sites for recreational, therapeutic and educational purposes has been mentioned elsewhere in this report. Thus, the Department of Lands and Forests might well consider expanding its park land programme to include additional strategically located areas for such purposes and expand the use of young men in the Junior Forest Ranger Service. Such an expanded programme would be of great value to the young people of this province, particularly for many youth from lower income urban areas, as well as the services such facilities might render.

Several submissions pointed out the need for programmes designed to help unemployed, hard-to-reach youth. With this in mind the Committee visited a Job Opportunity Camp at Edison, New Jersey, U.S.A., which is a project of the Poverty Programme of the United States government.

Camp Kilmer* is located in an abandoned army demobilization barracks compound. It was renovated to a residential trade training and academic upgrading programme. The operation is conducted by the Federal Electric Company under contract with the Economic Opportunity Department of the United States government.

The Job Opportunity Corps programme has had some counterparts in Ontario, such as the post-war military rehabilitation programme for returned men, which utilized war-time equipment for training, covering machine-shop work, carpentry, electrical, typewriting, painting, sheet metal and similar work. The courses were most effective in assisting unskilled soldiers find employment. These army training centres were located in or near urban municipalities — Gould Street, Toronto, was originally an Air Force Training Centre which was followed by an effective rehabilitation unit and was the forerunner of Ryerson Institute.

The Job Opportunity Corps programme is unique. It represents a co-operative effort between government, industry and education in the re-training of unskilled and semi-illiterate members of society whose education must be upgraded before they can be absorbed into the labour force.

Such a programme would not necessarily have to be undertaken by industrial contract in this province. However, a pilot project similar to

* See Appendix C.

the Camp Kilmer operation would have merit in combination with Programme 5 of the Department of Education. In addition, the programme should have a greater variety of practical trade training, including such courses as garage attendant, refrigeration, electrical (both electrician and motor winding), radio and T.V. repair, business machine repair (typewriters, etc.), plumbing, carpentry, welding. Such courses should form at least 50 per cent of the course time, the balance should include academic upgrading courses stressing basic subjects of history, English (remedial reading), mathematics and elementary science.

No student should be held back from his trade training because of failure in academic subjects, as many students have dropped out of school because of problems in this area. It is highly desirable however, that academic upgrading be part of all trade training courses. The advantages of having a residential setting would particularly benefit those students who come long distances to attend trade training courses. They could enjoy the organized social and recreational facilities while taking courses lasting several months.

Kitchener-Waterloo University's engineering programme of "work-and-learn" is an acknowledged success. The course features several months university formal training, then a comparable period of field work training in practical learning situations. This is done with engineering firms allied to the engineering courses undertaken by the students. The course prompted some groups to suggest in their submissions to the Committee that all trade training schools (including secondary vocational institutions) might benefit from the incorporation of this principle into their educational programmes. Close co-ordination between vocational guidance personnel and local industries would facilitate a more practical adjustment.

Recommendations

The Select Committee recommends that:

168. The Department of Lands and Forests expand its Junior Forest Ranger programme.
169. The Junior Forest Ranger programme include in its activities the preparation of more camp facilities for recreational, therapeutic and educational purposes.
170. Approved transportation costs to and from Forest Ranger Camps be assumed by the Department of Lands and Forests.

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171. A pilot project be initiated as outlined under the term of reference, Education (Programme 5 — recommendation No. 80). Trades training should consist of at least 50 per cent of the training time and the balance be spent on academic courses. No student should be held back in his trade training because of failure in academic subjects. However, no trades should be taught without the accompanying personalized academic upgrading courses.
172. All institutions including secondary vocational schools involved in trade training, study the possibilities of the "work and learn" programme which features alternating blocks of time in formal training with periods of practical on-the-job experience in the specific trades being studied.

Employment Problems And Research

The special needs of youth making the major adjustment from school into the world of work, require study on a continuing basis. Likewise, there is need for continuing study of the changing requirements of industry for workers trained in various skills. The routine jobs that have been open to those who can only perform manual labour are rapidly disappearing. However, although we know about some of these problems there is not enough actual documented knowledge regarding future job requirements. A manpower survey within the province indicating immediate and future business and industrial needs, would provide valuable information for sound employment counselling programmes for youth destined for early entry into the labour force.

From a number of sources has come support for recommendations which will stress the need for more research in the areas of youth employment and the world of work.

An important area of employment, about which the Committee has had little information, is that of rural work. This same problem was revealed in 1945 at which time it was noted:

"One thing which has stood out in surveys conducted by the Commission, and particularly in interviews with rural leaders, is the absence of exact knowledge regarding the problems of rural youth . . . This is a very regrettable situation in view of the importance and complexity of the issues involved. To take only one point, the problem of youth migration to urban centres seems to be largely ignored in Canada at present, and yet it merits careful attention."*

* Youth and Jobs in Canada, Canadian Youth Commission Report, Toronto, Ryerson Press, 1945, p. 196-199.

The following graph shows the marked shift of the rural population of Ontario to the urban centres:

Declining Rural Population in Ontario 1901-1961

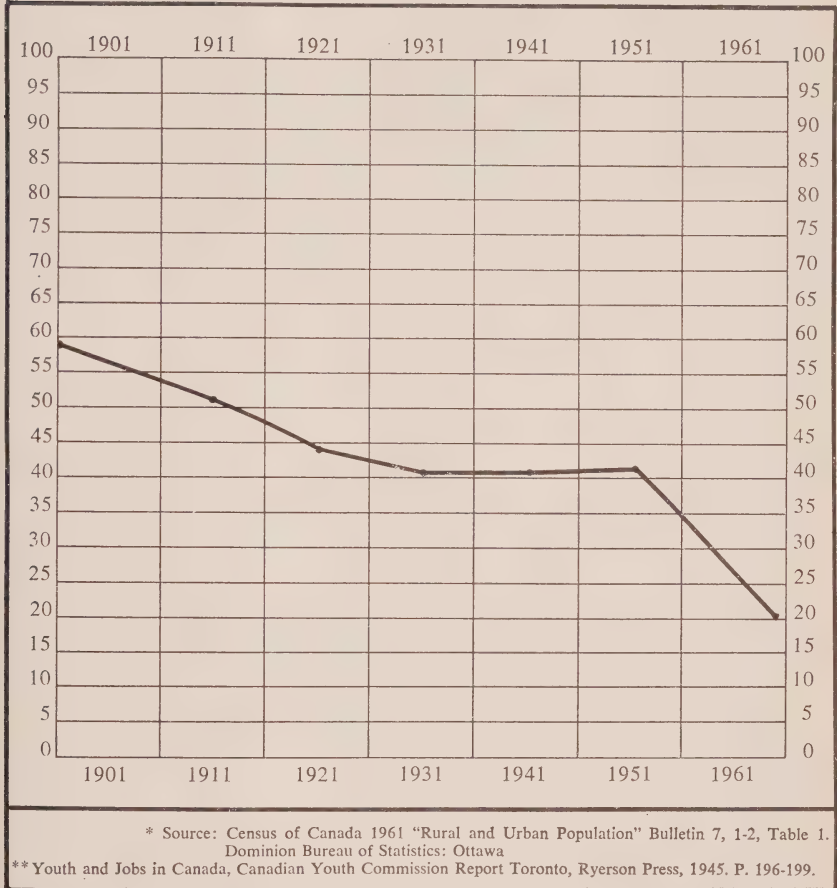


PLATE NO. 7

In reference to the rural migrant, no clear answers are available to such questions as: What training do these people receive for city occupations? What problems do they have in adjusting to such a change of environment? This and much more information is required before any satisfactory recommendations can be made.

Employment

The problem of employment for ex-inmates is one of serious import to society. There is little doubt that many young people return to a life of crime because of their non-acceptance by society, particularly by some employers. Good public relations are necessary to assist those returning to the work force from our prisons.

The employment needs of young people particularly during the periods of seasonal work have been highlighted by a number of briefs. It would appear that more support and collaboration between the Department of Labour and the Canada Manpower Centre is required in these areas. It was noted during visitations to California that every town or city had local youth employment boards, often sponsored by Chambers of Commerce, and service clubs, which provided special youth employment services for young people who were either on holidays or were joining the labour force from school.

Recommendations

The Select Committee recommends that:

173. Research be undertaken by the appropriate provincial departments in collaboration with a Department of Youth respecting:

- (a) rural migration of youth to urban centres;
- (b) employment needs of young people particularly seasonal work;
- (c) a manpower survey indicating immediate and future business and industrial needs to obtain information for counselling programmes for youth destined for early entry into the labour force.
- (d) employment problems of ex-inmates of penal institutions.

SPORTS

Sports activities for young and old alike can provide some of the final answers to the amount and extent of physical unfitness that exists in Ontario. In this respect, the needs of youth should be well understood and remedied.

Obviously, physical fitness, recreation and sports have many areas in common. Thus, there is some repetition in both recommendations and content of these three categories. The Committee does not feel this to be a bad thing, as each recommendation that appears to be repetitious will be in fact a result of the context of the term of reference under study. This is necessary because each term of reference is self-contained and requires that all facets of the section be covered in discussion and recommendations.

Organized sports and physical education do not depend on muscles alone. Great achievement and true excellence in athletics are usually linked with a good mind and spirit.

The popular belief that a good athlete is a dolt is largely erroneous. Sportsmen as a group are not among the mental misfits of society. In fact a check of any Canadian sports list reveals that many of our athletes are successful businessmen, politicians, scientists, and as a group, are among our finest citizens.

There is ample evidence to prove that a healthy body contributes to a healthy mind. Athletics provide a physically fit body well beyond the average attained by those who do not participate in any sports activity.

Sports contribute to physical fitness of a high order as a result of the regular co-ordinated exercise of the participants. Few activities provide the character building and personality development as do team and individual sports. Self-confidence, respect for the skills of others, the ability to win with modesty and lose with good grace invariably result from participation in competitive sports. An atmosphere of healthy competition and good sportsmanship, formulates attitudes of fair play, appreciation of winning, the ability to benefit from losing — that the race is not always won by the swift. Also, an appreciation that the knowledge, skill and determination needed in sport, are basic dualities needed for vocational skills and academic endeavours.

In team sports such as hockey, baseball, lacrosse, football, soccer, basketball, volleyball and others, co-operation and co-ordination are

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required in large measure. These qualities are of great value throughout a lifetime, and can seldom be learned as easily or as effectively as in team sports activities.

The individual sports of track and field, swimming, golf, skiing, tennis, skating and many others provide a degree of self-confidence, skill, and a form of recreation that may continue throughout one's whole life by providing wholesome individual enjoyment through exercise and practice of skills.

Participation should always be the keynote of sports activity. Only through participation does one obtain the full value of sports whether in team play or individual activity. Watching a sport does nothing for the observer physically. Yet, there is much emphasis in our high schools and universities, on a few team sports and a maximum of observer participation. This has resulted in a few well-developed athletes and a huge mass of flabby fans whose poor physical development has become accepted as normal by society.

Arthur Lydiard, the Great New Zealand track coach, believes that longevity and physical activity are closely related. Further, it would appear true that as the title of his book on physical conditioning implies, you must indeed, "Run For Your Life", if you are to keep in shape to endure old age.

Sport is an expression of organized human energy in action. Work can be similarly defined. This is better understood when we realize that the interchangeability of these terms is a common-place phenomenon. The professional ball player is *working* while he "plays". The ordinary hockey player loses three to five pounds during a game. Both may be doing the same thing, but for one it is work, for the other it is recreation or sport.

Sport or work will depend upon the purpose of individual effort from the individual's point of view.

When one depends for a living on a sporting activity it may still be sport, but it also becomes employment and this is classified as work. One is playing for reasons other than just enjoyment of the exercise or thrills. When one voluntarily indulges in a physical exercise for the resultant enjoyment, exercise, thrills, entertainment and physical fitness, the activity thus becomes *sport*.

It is this attitude towards sports activity in all its forms, (as expressed by many submissions) that concerns the following pages. However, professional sport, which is work for the players, but regarded as sports entertainment by fans and observers, will also be discussed because of its impact upon the sports concepts of youth.

Hero worship and idealism as vested in the professional athletes by young Canadians is impossible to ignore. It is not a coincidence that thousands of youngsters aged 8-12 years of age and older, are outfitted as exact hockey reproductions of those National Hockey League stars — Bobby Hull, Gordie Howe, Jean Beliveau and other greats. Not only do these young players dress like their heroes, they try to imitate their fine play and conduct in almost every detail on and off the ice. This is an important fact for professional players to know. The professional players in any sport set the standards of play, sportsmanship and conduct for their admiring young fans throughout the country.

The Select Committee would like to call all professional sportsmen's attention to the important responsibility they assume through their professional activities, one facet of which is that of being models of sportsmanship, and good character for the young people of Ontario.

Community-Centred Sports Facilities

Many areas of Ontario, visited by the Committee lack sufficient basic sports facilities and equipment such as track and field areas, tennis courts, covered skating rinks, swimming pools, ski areas, gymnasiums. Until these facilities are available, sports programmes have little meaning, and equipment alone cannot fill the need.

Assessment of a municipality's facilities for local sports activities is necessary in order to determine what the needs are — and what help could be given to the community.

Frequently, sports facilities take the form of a section of a park, and will include a baseball back-stop, a section of uneven turf large enough sometimes to include a soccer pitch or a football field. Seldom are these facilities well kept, or where they are needed most.

Some playground areas in strategic locations, (part of school complexes, say) are not always publicly available. These areas often lack neighbourhood leadership, and as a result, do not have the appropriate equipment to do the job that is required.

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Each neighbourhood has its own sports needs in terms of its young and old inhabitants. It seems logical that a co-ordinated programme of sports activities should be undertaken by recreational personnel after school with the good facilities mutually shared by both school and neighbourhood recreation staff. In this way, more effective sports coverage could be established where it would do the most good — where the children and young people live, the neighbourhood school area.

Also, it would appear more economical, efficient and practical to establish a community's sports facilities such as swimming pools, ball parks, tracks (outdoor and indoor, when possible), and arenas in the neighbourhood school areas.

Supervision of these sports centres should be under an energetic community-school director and a well-organized recreation department in collaboration with school authorities. The sports programmes should include Saturdays and holiday periods as well as after-school periods. The community-school director should be responsible for all extra-curricular sports programmes after school hours.

School board building programmes could facilitate more efficient use of their school buildings and sports areas if recreation and local sports organizations were consulted at the planning stage.

Obviously, all sports facilities cannot be restricted to school areas. Skiing, tennis, golf, curling and special sports club activities, require appropriate areas and promotion by local agency councils supported by the municipalities and a Provincial Department of Youth.

Recommendations

The Select Committee recommends that:

174. Community centre sports areas should be developed within the neighbourhood-school complexes by recreational associations in co-operation with local school boards.
175. Too few of our secondary schools have access to year-round swimming pools, tracks or arenas for skating, etc. These important sports activities should be incorporated in school board building and planning programmes, in co-operation with local recreation personnel.
176. Sports facilities and programmes include all age groups in the neighbourhoods served.

177. Additional sports centres are required in many communities to accommodate such activities as skiing, tennis, golf, curling, archery and others. These special areas should be promoted by local youth agency councils with planning and financial assistance from a Provincial Department of Youth.

Grants — In Aid (Capital — Operations — Scholarships)

Unfortunately, many communities do not have enough money to provide the variety and quality of sports facilities needed by youth and other citizens to meet good standards of sports activity. This is particularly evident in communities under 50,000 population. Poor sports facilities (often coupled with lack of other recreational and cultural activities) is often the spur that drives many young people away from their home communities. This is happening all over Ontario. Lack of funds is the chief reason given to explain the incongruous situation.

The following lists the only funds presently available for sports purposes by Provincial or Federal governments:

(1) Ontario Department of Agriculture — Community Centres Acts*

The Community Centres Act, in effect since 1949, makes provision for aid to any Ontario municipality to assist in the establishment of a community centre.

- (a) “. . . no grant shall exceed \$5,000 or 25 percent of the cost of a building or that part of a building designed for a community hall, indoor swimming pool or skating arena, or of the cost of an athletic field, outdoor swimming pool or outdoor skating rink.
- (b) Grants may be made to assist in the establishment by any municipality of more than one community centre.
- (c) . . . where a building is designed to include both a community hall and an indoor swimming pool or a skating arena, the Minister may make a grant not exceeding \$10,000 or 25 percent of the total cost of the building or that part of the building designed for the community hall and indoor swimming pool or skating arena.”

(2) Department of Education — Community Programmes Branch

The Community Programmes Branch provided grants during 1964-65 in the amount of \$709,169.00 to recreation committees attached to

* Community Centres Act, R.S.O., c. 60, s. 2 (1, 2, 3), 1960.

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municipalities throughout Ontario. This was used to pay recreation directors and assistant programme directors on the basis of one-third of their salaries up to a maximum of \$2,500.00. The municipalities are given grants in proportion to their population. For populations under 25,000 to 75,000 the maximum grant does not exceed \$9,000.00. Population of 75,000 to 200,000, the maximum grant is \$12,000.00. Over 200,000 population, the maximum grant is \$15,000.00. A certain amount of maintenance and operating costs may be included in these grants. For example, the province will pay up to 25 per cent of such costs to a maximum of \$1,000.00. They will pay up to a third of the cost of secretarial and clerical staff to a maximum of \$500.00.

(3) Ontario Department of Labour — Athletics Commission

The Athletics Commissioner is responsible to the Minister of Labour and the office has been a part of the Department since 1951. The Commissioner assists the amateur athletic association in a variety of ways:

New equipment is donated to bonafide associations sponsoring such minor amateur sports as baseball, basketball, boxing, football, hockey, lacrosse, soccer, tennis, volleyball and wrestling. Approximately 1,000 associations with a membership of 58,000 athletes were assisted during the 1964-65 year compared to 925 associations and 55,000 members in the previous year. Crests, medals and trophies are given to individuals and teams winning Ontario championships.

The total spent on assistance to Minor Sports for the year ending March 31st, 1965 was \$47,177.45. This represented approximately three cents per capita for the estimated 1,666,800 youth in the age group 10-24 in Ontario. For the fiscal year 1966-67, \$110,000 will be made available to assist minor sports with equipment, \$15,000 for grants and \$5,000 for awards and prizes. The 1966 Commonwealth Games in Jamaica will account for the considerable increase in this year's budget for amateur athletics.

Federal-Provincial

Confederation Centennial Act 1962-63*

As part of Canada's Centennial Programme, any Ontario municipality had the opportunity, prior to August, 1965, to enter into an agreement

* By Federal-Provincial Agreement between the Federal Minister of Citizenship and Immigration and The Ontario Department of Municipal Affairs, since 1958. Appropriations are revised annually.

to acquire, develop or construct community recreational facilities. A project eligible under this Act receives the following rate of grant:

“Assistance under this Programme is provided equally by the Governments of Ontario and Canada for an approved project in an amount equal to the lesser of 66 2/3 per cent of the agreed estimated eligible cost of 66 2/3 per cent of the actual eligible cost of a project subject to a limitation of \$2.00 per capita for each municipality.

“The population of a municipality for the purposes of a grant under this Programme shall be determined as provided in the Municipal Unconditional Grants Act (1963).

“The total contribution of the Government of Canada toward the cost of an approved project shall not exceed 50 per cent of the eligible cost of the project. If the payment of a grant under this Programme should bring the total contribution of the Government of Canada to an amount in excess of 50 per cent of such cost the grant paid under this Programme will be reduced accordingly.”

Municipal Winter Works Incentive Programme

The Canadian government, subject to the approval of the plan by the Provincial governments, will reimburse each municipality one-half of the direct payroll costs of the municipality or its contractors or sub-contractors, on any kind of capital construction programme which is undertaken in the winter months.

Winter Works Projects have been so defined as to include public recreation and sports facilities.

Physical Fitness and Amateur Sports Act

Agreements with Provincial and territorial governments by the Physical Fitness Branch of the Federal Government's Department of Health and Welfare are as follows:

“AND WHEREAS on the basis of reports from the provinces on the development and extension of program planning, and with a view to implementing agreements which may be entered into pursuant to the Fitness and Amateur Sport Act, Canada has arranged and the Governor in Council has authorized, by Order-in-Council, 1964 — 1217 dated the 6th day of August, 1964, that for each of the fiscal years 1964-65, 1965-66 and 1966-67, a total of \$1,000,000 shall be made available to the provinces for the purposes set out in

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the said section 5, the said sums to be allocated, subject to agreements being made, on the following basis:

(a) a basic flat amount to each province in each year of \$35,000; and

(b) the balance on a per capita basis, with the following results:

Newfoundland	\$ 49,680
Prince Edward Island	38,311
Nova Scotia	58,300
New Brunswick	53,959
Quebec	202,597
Ontario	233,081
Manitoba	64,203
Saskatchewan	64,047
Alberta	77,789
British Columbia	86,816
Northwest Territories	35,749
Yukon Territory	35,468

subject to adjustment for the fiscal years 1965-66 and 1966-67 in accordance with changes in the population of the respective provinces as indicated by the original intercensal estimates published by the Dominion Statistician in the calendar years 1965 and 1966, respectively.”*

In 1965, the Community Programmes Branch of the Department of Education allocated \$47,500 for scholarships in the areas of Physical Education (allocations were made with the assistance of Bursaries Committees in each of the six Ontario universities).

The balance of the money from the Federal Physical Fitness Division of the Department of Health and Welfare taken up by the province under Federal-Provincial Agreement was \$55,000.00. This sum was allocated to the following sports organizations in 1965:**

Organization	Location	Amount
1. Lifeguard Certification Course	Pt. Arthur	\$ 300.00
2. 8 - 1 Day Swimming Seminars	Provincial	59.70

* MEMORANDUM OF AGREEMENT, between The Government of Canada and The Government of the Province of Ontario, Fitness and Amateur Sport Act, August 6th, 1964.

** Data obtained from Community Programmes Branch of the Ontario Department of Education.

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Organization	Location	Amount
3. Instruction of Coaches and Swimmers	Hamilton - Toronto - London	260.90
4. Fencing Instructors' Course ..	Toronto	129.75
5. Playground Leaders' Course ..	Kawene	365.00
6. Water Polo Course	London	96.80
7. Horsemanship Instructors' Course	Owen Sound	50.00
8. Lifeguard Certification Course	St. Catharines	80.70
9. Guelph — Recreation Course	Guelph	44,412.85
10. Conference — Children and Youth Camps	Ottawa	175.00
11. Summer Recreation Programme	Pic Mobert, Heron Bay ..	1,455.00
12. Lacrosse Leadership Courses	Provincial	2,005.02
13. Sailing Training Courses	Toronto Island	900.00
14. Track & Field Clinics	Provincial	281.00
15. Youth Leadership	Eastern Ontario	1,989.26
16. Swimming Leader Patrol Course	Burlington	252.60
17. Skin and Scuba Diving Course	Gore Bay	1,391.00
18. Red Cross Leader Patrol	Red Rock	125.00
19. Sailing Leadership Training Course	Kingston	900.00
20. Volley-Ball Coaches and Official Course	Sudbury	155.69
21. Playground Leaders' Course ..	Bradford	100.00
22. Playground Leaders' Course ..	Camp Kee McKee	960.00
23. Lifeguard Training Course	Windsor	400.00
24. Water Safety Leaders' Course ..	Kenora	100.00
25. Sailing & Steamship Course ..	Dryden	613.90
26. Leadership Development	Parry Sound - Parry Island	740.00
27. Lifeguard Training Course ..	Sarnia	200.00

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Organization	Location	Amount
28. Youth Fitness Activity Leaders	Goldpines Camp	240.12
29. Water Polo Clinic	Toronto-Hamilton	130.00
30. Pool Operators' Course	Pt. Arthur	89.22
31. Playground Leaders	Sarnia	40.00
32. Water Polo Coaches Clinic ..	Toronto-Hamilton	830.00
33. Wrestling Coaches Course	Colorado, U.S.A.	224.90
34. Hockey Coaches and Managers Course	Elmira	876.00
35. Don Rowing Club	Pt. Credit	1,000.00
36. 8 - Soccer Seminars	Provincial	342.10
37. 2-Day Soccer Course	Sudbury	218.71
38. 1-Day Soccer Course	London	128.35
39. 2-Day Soccer Course	Oshawa	122.95
40. 2-Day Soccer Course	Niagara Falls	228.55
41. 2-Day Soccer Course	Sault Ste. Marie	177.35
42. 2-Day Soccer Course	Toronto	232.25
43. Minor Hockey Coaches and Referees	New Liskeard	324.04
44. Speed-Skating	Toronto	142.20
45. Minor Hockey Coaches' Clinic	Collingwood	195.00
46. Ladies' Basketball Clinic	Longford Mills	280.00
47. Confer. Team Sports Representatives	Toronto	189.99
48. Grant — Ont. Recreation Ass'n.	Ontario	6,000.00
49. Series — One-Day Hockey Seminars	5 cities	375.00
50. Hockey Coaches and Managers	Galt	95.00
51. 3-Day Gymnastic Coaches Course	Toronto	75.00
52. Ladies' Basketball Officials	Oakville, Cooksville, Hamilton	96.00

Organization	Location	Amount
53. Minor Hockey Coaches Clinic	Sturgeon Falls	40.00
54. Minor Hockey Coaches Clinic	Picton	70.00
55. Women's Basketball Course ..	Sault Ste. Marie	75.00
56. Minor Hockey Coaches	Orillia	195.00
57. Swimming Coaches	Toronto	252.00
58. Ski Instructors' Course	Ft. William	570.00

If it had wanted, the province could have availed itself of \$233,081 of Federal Fitness grant moneys as Ontario's share. This means that \$130,581 of the Federal Physical Fitness grants was not used by Ontario (acknowledging that to use this amount means the province must match money obtained from the Federal Government on a 60 to 40 basis, the Federal Government pays the 60 per cent).

In reviewing the above expenditures it is important to note that \$88,616.12 is the total expenditure on physical fitness from this grant exclusive of scholarships for physical fitness, which amounted to \$47,500.00 paid for by the Federal Government. Out of the \$88,616.12 was paid \$44,412.85 for the Recreation Course at Guelph University.* The balance (\$44,204.00) or less than half of the available money, was spent on physical fitness organizations and physical fitness activities for the entire Province. It would appear that there is a need for greater disbursements in sports activities and those sports organizations providing leadership in physical fitness activities than has been made heretofore. Visitations and submissions clearly show that there are not enough facilities to meet the need of the existing sports and recreational organizations. Further, that an arrangement must be made to use some federal, provincial physical fitness moneys for this purpose, rather than to allow the Ontario share of this grant to be used for physical fitness expansion in other provinces as presently is the case.

It is recommended that in future the provincial government take up all moneys available for physical fitness under the terms of this Agreement. Ontario's needs are very great regarding sports facilities, leadership and general sports organization operations in all municipalities visited by the Select Committee.

Failure in recent years to take advantage of the full grants available through the Physical Fitness Agreement has resulted in a remarkably low

* This course has been described under the Recreation section of this report, p. 98.

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per capita expenditure on sports and physical fitness in this province. The total per capita expenditure from this source including scholarships, (which took almost half of the entire grant) was approximately eight cents per person in the 10-24 year age group in 1965 including the province's 40 per cent. This is quite inadequate to provide a satisfactory state of physical well-being through active sports participation by the province's youth.

The Committee is glad to note that the Community Programmes Branch of the Department of Education has currently been encouraged to budget for a larger share of the Federal-Provincial Physical Fitness grants available during 1966-67.

Recommendations

The Select Committee recommends that:

178. All moneys made available to the Province of Ontario through the Physical Fitness Agreements between Federal and Provincial Governments should be taken up and used in the interest of the physical fitness needs of Ontario youth.
179. An expanded programme of sports activities be encouraged and assisted by a Department of Youth. The province should sponsor "Junior Olympic Provincial Championships" and in co-operation with local organizations these competitions could be instituted on an annual basis, rotating the location each year.
180. Special recognition be given to outstanding athletes in all major sports. A Province of Ontario athletic award would stimulate more interest and competition among participants in such sports.

Leadership and Leadership Training

There is a marked correlation between the leadership and leadership training needs in sports activities and similar needs of recreation. This is because most sports activities are undertaken under the auspices of recreational programmes supervised in many areas by recreational staff. Also, amateur sports activities are usually part of a recreational programme.

Sports needs can be best evaluated at the neighbourhood level. It is here that the youngest and the oldest are obliged to spend most of their leisure time. Of course, each neighbourhood will have different facilities and interests. These interests could be determined by recreational leader-

ship with the help of sports-minded members of the local communities formed into sports committees. Any neighbourhood sports programme would benefit by close relationship with recreational staff and neighbourhood schools. The school facilities useable for sports, should be placed at the disposal of organized sports and recreational personnel on an after-school-hours basis including Saturdays and holidays throughout the year, as discussed earlier in this report.*

Voluntary leadership can be developed better at the neighbourhood level because people feel more comfortable when donating their time if:

- (a) they know the people they may be working with;
- (b) they are operating relatively close to their homes;
- (c) good supervisory leadership is supporting them in their own school area.

The training of volunteer leadership in the neighbourhood areas is easier because the same volunteers can be induced to follow more than one sports activity. This works well if the leadership and supervision for the local school areas progresses through a sports sequence from one season to another (football, hockey, track activities, and swimming). When volunteers are required for certain sports activities at one central area (which is not related to their neighbourhoods), the same continuum of interest is not as easily maintained from one season or sports activity to another.

A well sports-organized neighbourhood under a community recreational director attached to a school should be able to produce potential high-grade leadership and promote this training at regional sports centres and through leadership training camp facilities similar to Bark Lake (Department of Education). These facilities should be regional and operated on a year-round basis.

Many submissions pointed out, the great need for long and short-term courses covering director and coaching roles for both lay and professional personnel. This type of programme should:

- (1) establish a provincial training centre under the supervision of a full-time trained director and staff of instructors.
- (2) enjoy adequate financial compensation for participants at courses granted by the province to offset loss of remuneration through

* Recreational Section, p. 102.

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absence from employment, for assistance in paying for transportation and accommodation costs.

- (3) initiate a programme of long and short-term training courses so that professional and lay people can attend courses of instruction and refresher courses.

The provincial government should assume the costs for staffing and camp training centre facilities in such regional locations. Local areas should try to raise funds to alleviate the necessary costs to those prospective leaders who are willing to spend time and effort in becoming proficient in sports skills teaching and supervising.

Recommendations

The Select Committee recommends that:

181. Leadership training camps, similar to Bark Lake and Couchiching, be located regionally, i.e., north-western Ontario (Lakehead), south-western Ontario (Huron Shore area), and eastern Ontario (Rideau district). These camps should be completely winterized for year-round use. (See Recommendations under Recreation No. 112 and No. 113.)
182. Long and short-term courses be undertaken for both lay and professional sports leadership personnel including those interested in:
 - (a) coaching (a variety of sports);
 - (b) refereeing;
 - (c) teaching of skill sports;
 - (d) sports administration.
183. Neighbourhood sports programmes be incorporated as part of recreational programmes, using the school buildings, grounds and equipment.
184. Local sports committees be appointed by the community recreational directors and sports needs assessed on a neighbourhood basis.
185. Volunteer workers be recruited from the neighbourhood and developed by the recreation staff of the community, and further trained at the regional leadership camps referred to in recommendation number 181 above.

Athletic Scholarships, Special Needs and Research

Many young people who have developed not only an avid interest in sport but attained high skills in one or more athletic areas, often have excellent academic records. Yet, our universities have not accepted the principle that such persons should be considered as scholarship material.

The Committee has in mind those students with academic records that make them eligible to enter almost any university in Ontario. Besides being good students academically, they are outstanding in sports activities. The failure of Ontario universities to permit capable students to receive scholarship money on the basis of athletic skill is costing the province a high price. For as a result of this situation many of these bright, talented students accept athletic scholarships from U.S. universities.

Clarence Campbell, President of the National Hockey League, made the following statement in his submission to the Select Committee:

“ . . . during the past 15 years literally thousands of Canadian boys have received U.S. college scholarships thus thwarting any possible development in that field of native players. The number of U.S. born and trained players has increased by tens of thousands but only a very few can catch a place on any strong U.S. college team. This has afforded a great many opportunities for young Canadians to get a college education but in the process it has also drained off many potential recruits for professional hockey.”*

The same situation prevails in football, swimming and track athletics. Good academic potential students are leaving this province to gain their education south of the border with the assistance of scholarships provided them for their athletic ability.

It is a delusion to believe that these students are likely to:

- (a) receive inferior education by accepting scholarships to Princeton, Harvard, Michigan, Dartmouth, Minnesota or other fine educational institutions in the United States;
- (b) return, in the majority of cases, to this country once they receive their education across the American border;
- (c) be given preferential treatment academically because they are athletes on scholarship to U.S. or Canadian Colleges.

* Brief submitted to the Select Committee on Youth from the National Hockey League, November 10th, 1965, p. 2.

What is happening is that many good Canadian students (the number is significantly large, according to members of the Physical Fitness Branch of the Federal Government and others), are being lost to this country because our educational policy refuses to recognize sports proficiency, an important commodity to this country as well as any other. Not only is sport a commodity of major importance in the vocational field for young Canadians, but it is an asset that in no way impairs academic ability, or indicates a lack of it.

Canada cannot afford to lose a single Canadian student with high academic potential for any reason that can be overcome by a small monetary inducement such as a sports scholarship. From evidence submitted in this Report, our country is spending thousands of dollars annually in providing incentives to induce many educationally unqualified, and relatively unskilled immigrants to come here from foreign lands. When they arrive more money is spent to try to train them to meet language and modest employment requirements. Yet at the same time, no effort is made to keep well-trained Canadian athletic students in their mother country. This is an incongruous situation, to say the least. Yet athletic scholarships make sense and have important commercial overtones. The young athlete improves his education, he is able to go to a Canadian university and his special talents in sports are not lost to another country.

There are many reasons to believe that the future high calibre of athletics should be identified with the universities. To effectively raise the standards of physical fitness, quality of sports performance and inspire good athletes to stay in this province, money should be provided for athletic scholarships in Ontario.

Sports programmes for handicapped young people (particularly the deaf, the blind, the physically inept) should be undertaken in the school community. These would be in after-hour periods under the guidance of a community recreation director working closely with school authorities and at the neighbourhood level of participation for all age groups.

Another fact emerges here, too. The need to promote those sports that have been neglected through the years. These could help provide more individual and group sports activity and on a larger scale than they are presently being played, for example, soccer, lacrosse, water polo, tennis, curling, basketball and volleyball. These and many more activities could be brought to a higher level of participation to the benefit of many young

people who are not well suited or interested in more common and well known sports activities.

The “carry over” sports such as golf, tennis, swimming, curling, skiing (and which permit individuals to continue good sports health practices beyond the years of competitive, contact team sports) need promoting more, especially in school and neighbourhood programmes. Creative research could indicate better methods of implementing such sports activities in and out of school.

Methods of financing many of the recommendations throughout this report are fortunately not implied responsibilities of this Committee. However, some recommendations made by responsible organizations have been included in our submission. They are available for study by those persons who will have the ultimate responsibility for the financing and implementation of legislatively-approved recommendations in this report. Certainly a re-assessment of the disposition of Federal, Provincial physical fitness grants would be a step in the proper direction.

Recommendations

The Select Committee recommends that:

186. Athletic scholarships be accepted by our universities for outstanding athletes who have the academic qualifications for university entrance.
187. A survey be undertaken by a Provincial Youth Department to assess the loss to this province of university calibre students, as a result of the inducements of American College sports scholarships.
188. Increased efforts be made to encourage more participation in “carry-over” sports which can be played by young people and later as adults, such as golf, skiing, swimming, tennis, and curling, etc.

A SURVEY OF GUIDANCE AND COUNSELLING TRENDS IN ONTARIO

This survey was undertaken as a supplement to the terms of reference already dealt with in this report. Its purpose was to ascertain the trends of;

- (a) need for professionally-trained staff in the behavioural science areas of guidance and counselling,
- (b) what response we can expect (such as university enrolments), in meeting this need from Canadian sources.

Although the data is incomplete, the selective sampling procedure used meets, we believe, the requirements of establishing manpower trends in professional and non-professional guidance and counselling personnel.

Invariably those recommendations concerning education, employment, health and welfare that reached the Select Committee on Youth from agencies, organizations, and interested citizens of Ontario, singled out guidance and counselling service for prime consideration. The expressed need for many varieties of counsellors and guidance personnel, varying in areas of specialization and service was evident from the beginning of this inquiry. Pungently, the Committee in its April 1965 Progress Report* identified guidance and counselling as an emerging focal point which would warrant intensive investigation and analysis.

There was plenty of proof. Over 200 submissions included various recommendations about the counselling and guidance needs of youth with reference to education, employment, welfare, health and recreation. A sample of these, it was felt, should be collected under a separate section to highlight the urgency of this type of service to youth and their families in a changing world. Also this would provide a convenient vehicle to report on a research project undertaken by the Committee. This was a study originated to find out the number of professionally-trained guidance and counselling personnel required by youth-serving agencies, and how many were being trained by graduate schools in Canadian universities.

* Interim report of the Select Committee on Youth to the Ontario Legislative Assembly, April, 1965.

SCOPE OF COUNSELLING AND GUIDANCE NEEDS

Guidance in Schools

Largely, services available to young people in Ontario are located in schools. Thus, schools may play an important role in the lives of young people at ages when important directional choices are made. The functions of school guidance are to:

- (a) help students choose a curriculum
- (b) provide educational and occupational information to students and parents
- (c) help to establish study programmes related to vocational plans
- (d) administer and evaluate tests of learning capacity, occupational interests and achievements.

The Committee's investigations disclosed a serious shortage of adequate guidance programmes and of trained personnel. As to the active recommendations and opinions submitted to the Committee, a sample of these as they relate to school guidance is given below:

The case of early guidance in elementary schools was expressed by the Heads of Guidance Departments in the Senior Secondary Schools, North York Township Board of Education, as follows:

"Guidance, like education itself, is a continuous process and should be provided for the child at each stage in his development. At the elementary school level, guidance should have a "preventive" emphasis so that problems, of an academic, social or emotional nature, may be identified and dealt with at an early age, (both by well qualified teacher-counsellors, and, where necessary, by school psychologists)."

(Page 8 of its brief).

The Social Planning Council of Metropolitan Toronto had this comment:

"More and better trained guidance personnel should be available in secondary and senior public schools to help young persons select appropriate educational goals in keeping with their intellectual and vocational capacities. With more guidance personnel, more time could be devoted to helping pupils with individual educational problems. Personal problems uncovered by guidance personnel should be directed to specialized counselling services."

(Page 18 of its brief)

Counselling Trends

The High School Students' Councils of Port Arthur and Fort William made this statement:

"More students would be successful in school, we feel, if a better relationship was established between teachers and student . . . Proper and adequate counselling, as well, should be provided for students, guidance counsellors (perhaps specially trained and hired for this purpose) should be in greater numbers.

. . . Students could freely discuss with such counsellors not only educational problems but home and social problems having effects on their education. On the basis of individual abilities and interests these counsellors could guide students into the most satisfactory courses."

(Pages 1-2 of its brief)

The Kingston Community Welfare Council emphasized the following point:

"It is urged that teachers, who are outstanding in the field of guidance by reason of training and attitude be obtained at a premium stipend, if necessary, and be relieved of any other teaching and administrative responsibilities, except as they relate to vocational and educational guidance."

(Page 4 of its brief)

The Catholic Parent-Teacher Association made this recommendation:

"Greater emphasis in our school system (elementary and secondary) on the presence of competent, trained counsellors; guidance officers, psychologists and psychiatrists." (Page 6 of its brief)

Dr. Charles G. Stodgill, Director of the Toronto Board of Education's Child Adjustment Services, identified the following needs of youth in this connection:

"To meet the needs of youth in our schools who have learning difficulties and to prevent the development of attitudes in younger children that will lead to drop-out when they are in their teens, there is urgent need for the services in the schools, of such experts especially trained teachers of reading, psychologists, social workers, and psychiatrists. Help of the types provided by such workers should be available to every school child in Ontario who needs it, and grants to local school boards or other measures to help provide such services should be used by the Department of Education to this end."

(Pages 19-20 of its brief)

The need for extended guidance services in large school systems was outlined by the heads of Guidance Departments in the Senior Second-

ary Schools in the Township of North York, Board of Education as follows:

“In the larger composite schools, and certainly attached to local school boards, it is imperative that a dynamic guidance team be functioning. This team should include such specialists as the school counsellor, psychologists, nurse, attendance counsellor and special home visiting counsellor. This unit would be co-ordinated and supervised by a Dean of Guidance Services in the individual school or a Co-Ordinator of Guidance Services in a larger area.”

(Page 18 of its brief)

Community Guidance and Counselling Services

A wide variety of counselling services for young people and their families exists in many Ontario communities. Some are publicly supported, many are voluntary social services. All have the common element of helping individuals make adjustments to various aspects of their life situation by encouraging them to assess and carry out one or more lines of action. Counselling then, involves assessment and rehabilitation.

Here is a representative sample of the types of agencies admitting general or specific guidance and counselling services:

(a) Services for Families and Individuals

- Tax-supported federal, provincial and municipal health and welfare services: (e.g.) Ontario Department of Public Welfare; Department of Health and Welfare.
- Family Service Bureaux: (e.g.) North York and Weston Family Service Centre; Catholic Family Service — Ottawa
- Services for Unmarried Mothers: (e.g.) Bethel Home; Armagh
- Voluntary Welfare Services: (e.g.) Salvation Army; Yonge Mission; Pastoral Counselling Service.
- Vocational and Employment Services: (e.g.) Canada Manpower Centre
- Community Vocational Counselling Centres: (e.g.) Jewish Vocational Service
- Services for the Delinquent and Offender: (e.g.) Juvenile and Family Courts; Department of Reform Institutions; John Howard Society.

(b) Services for Children and Youth

- Child Care and Protection: (e.g.) Toronto Children's Aid Societies.
- Day Nurseries and Nursing Schools: (e.g.) Ottawa Day Nursery and Treatment Centres.
- Children's Institutions: (e.g.) Boys' Village, Toronto; Maryvale School, Windsor; Sunnyside Children's Centre, Kingston.
- Others: (e.g.) Big Brother Movement; Big Sister Counselling Services; Protestant Children's Homes, etc.

(c) Health Services

- Psychiatric and Social Service Departments of Public Hospitals.
- Ontario Hospitals, Community Psychiatric Hospitals, Mental Health Clinics: (eg.) Orillia; Smith's Falls; Royal Ottawa Sanatorium; East York-Leaside Mental Health Clinic.
- Home Care and Visiting Nursing Services: (e.g.) Victorian Order of Nurses.
- Rehabilitation Services: (e.g.) Toronto Rehabilitation Foundation.
- Selected Health Services: (e.g.) Canadian National Institute for the Blind; Canadian Cancer Society; Canadian Hearing Society.

(d) Recreational and Special Community Services

- Settlement Houses and Neighbourhood Centres: (e.g.) Central Neighbourhood House; St. Christopher House.
- Community Clubs and Organizations: (e.g.) Boys' Scouts; Catholic Youth Organizations; Y.M.-Y.W.C.A.'s; Kiwanis Boys' and Girls' Clubs.

The following recommendations highlight some of the service and manpower gaps in the counselling field. The John Howard Society of Toronto made the following observation:

"The work of the children's aid societies is of inestimable value throughout the province . . . Child centred family counselling services should be encouraged and supported financially to the extent that the needs of the communities in these regards are fully met."

(Page 6 of its brief)

The Catholic Family Services, Ottawa, Stated as follows:

"Homemaker service to families before social breakdown occurs would in many cases enable more children to remain in their homes

who otherwise need the protective custody of child caring agencies or institutions.”

(Page 14 of its brief)

The Children's Aid Society of Oshawa advises:

“In Oshawa, we have no professional family counselling service to assist parents and families with their problems. It is our experience that an increasing number of parents are aware of their need for professional counselling and are requesting it, but it is not to be found in our community. We feel the establishment of a family service agency to be one of our most urgent needs in the long-term interests of youth.”

(Page 3 of its brief)

The John Howard Society of Peterborough recommended:

“There should be in this community, more support to strengthen Family Counselling Services, in order to prevent marital breakdown, to assist in the preparation of youth for marriage and in general strengthen families. Too, there may be a need to add to the staff of the Children's Aid Society, so that children who have to be protected or placed away from their family will receive the most adequate service available.”

(Page 1 of its brief)

The Family Service Bureau of Cornwall made the following comment:

“It would appear Cornwall could benefit a great deal from a ‘Youth Counselling Centre’ where youth can discuss problems with a professional worker who deals in nothing else but the problems of youth.”

(Page 2 of its brief)

The Catholic Youth Organization of Peterborough recommends:

“ . . . that in the centre of the city there be set up a youth counselling service. This needs to have a casual reading room, a small games room and a comfortable office staffed by a trained social worker. Such a trained social worker must be capable of gaining the trust and confidence of the young people in the city, of giving them expert advice, and knowing enough to refer to others for help when this is necessary.”

(Page 6 of its brief)

The Mental Health Clinic of Welland had this to say regarding their report to the Committee:

“Implementing any, or all of the recommendations in this brief, will require a great increase in the number of professional staff available. We are particularly concerned with the need for psychiatrists, psychologists, and social workers who are all in extremely short supply.”

(Page 3 of its brief)

The provision of informed and trained personnel are requirements of any treatment programme or facility offering assistance to emotionally-disturbed adolescents as noted in a brief presented by Mr. J. E. Gamble, Senior Social Worker of the Ontario Hospital, London:

"To carry out such a programme as indicated above, adequate trained people would be a primary consideration. Every encouragement and support should be given to recruitment in all appropriate disciplines, teaching, psychology, public health nursing, social work, recreation, psychiatry, vocational guidance, employment counselling, etc. In addition, volunteer services would be invaluable."

(Page 6 of its brief)

The Children's Aid Society of Peterborough reiterated this plea:

"The Peterborough Mental Health Clinic is plagued by a chronic staff shortage, making referrals for psychiatric reports and subsequent treatment virtually impossible except in extreme cases. In line with our theme of stressing prevention rather than cure, we would solicit every help — both long and short range — that can be given to secure these special skills for this area to enable us to make the earliest possible referrals."

(Page 4 of its brief)

A central theme emerging from the foregoing, concerns the shortage of professionally-trained counselling personnel in Ontario. Not nearly enough is known about the number of qualified workers required to meet existing needs (or to expand in other areas of service) and the number being trained to do so. We do know from the briefs submitted that the gap is wide with little prospect of it being closed. To help pinpoint the remedial action needed, (a preliminary manpower project was undertaken by the Committee. The report of this follows.

COUNSELLING AND TRAINING NEEDS A RESEARCH PROJECT

Scope

This study, undertaken by the Committee, sought to determine how many professionally-trained and non-professionally-trained personnel were employed in broadly-defined "counselling" roles. Three periods were involved — 1960, 1965 and the anticipated number by 1970. This was to be a representative sample of youth-serving and social service agencies, organizations, institutions and government departments of Ontario.

The Committee particularly wanted to find out how many of these people worked in guidance, diagnostic, or treatment roles with specialization in the behavioural sciences of social work, psychology, psychiatry and sociology. Accordingly, a professionally-trained person in this study was operationally defined as:

A baccalaureate degree graduate with at least some academic professional training at the master's or doctoral level in the behavioural sciences which are identified as: social work, psychology, psychiatry and sociology.

A non-professional, on the other hand, was one who was engaged in the counselling (assessment or treatment) of individuals without meeting the requirements of the formal definition of a "professionally-trained" person. This group referred to such diverse personnel as university graduates without graduate training, or students with graduate training in areas of specialization not identified in the study's terms of reference; nurses, child care workers, teachers without advanced training; welfare investigators, house parents, police youth workers and others.*

A second feature of the study involved communicating with Canadian universities to learn of the number of students enrolled in post-graduate courses leading to proficiency in the behavioural sciences of social work, psychology, psychiatry and sociology.

Method

The sample of youth-serving and social service agencies, organizations, institutions and government departments used in this manpower survey was selected in the following manner:

- (a) For the Metropolitan Toronto area, the Directory of Community Services** was utilized to secure a representative sample of community services, e.g., services for families and individuals; services for unmarried mothers; services for the delinquent offender; child care and protection services; children's institutions; hospitals; specific health services; mental health services; school boards; selected recreational services.

A questionnaire *** designed to secure the relevant information noted above, was sent early in September, 1965, with the re-

* Clerical, minor supervisory or custodial personnel were not included in the study.

** Directory of Community Services: Social Planning Council of Metropolitan Toronto, 1965.

*** Questionnaire — See Appendix E.

quest that it be completed and returned to the Select Committee on Youth.

- (b) Questionnaires were sent to the directors of social service co-ordinating agencies, for distribution, in the following cities: Ottawa, Hamilton, London, Windsor, Oshawa, Sault Ste. Marie, Port Arthur, Fort William, Brantford, Welland, Belleville, Kingston. Completed questionnaires were to be returned to the Select Committee on Youth.
- (c) Questionnaires were also sent to a selected sample of Ontario Hospitals, community psychiatric hospitals, general hospitals and boards of education, throughout the province.

Analysis

Part I

Demand for Professional Personnel

The basic data presented in this report was based on 214 useable and relevant questionnaires* which were returned to the Committee. This pilot manpower survey was extensive enough in its coverage of agencies to require that the submissions be grouped under general categories of service to youth and their families. Thus, 12 major areas of service were identified and a residual category was used for services which did not conveniently fall into these major groupings.

In the first part of the analysis, attention focuses on the total returns of the study, with specific emphasis placed on the changes occurring in the use of professionally-trained behavioural science personnel as counsellors. The main body of the report lists and describes for each major category of service the variations in agency counselling staff complement and the trends suggested by the data.

Following this, the types of services utilizing counselling personnel, professionally-trained or non-professionally-trained, are identified. No attempt is made to consider the problems associated with recruiting, developing and utilizing the available pool of trained personnel, nor is consideration given to defining the functions and purposes of agencies who use such personnel.

* As the survey questionnaires were returned, it became clear that certain agencies and organizations, notably selected health services, church councils and boards, planning and co-ordinating councils, and municipal recreational departments, did not employ the type of personnel covered in this particular manpower survey. A final selection of agencies utilizing counselling personnel was necessary for inclusion in the tables which follow.

Total Sample

The major categories of agencies, organizations, institutions and government departments are listed below and the total number of professionally-trained personnel, as defined, are given for each group surveyed in this study.

Professionally-Trained Counselling Personnel

Agency	Number Reporting	1960	1965	1970
Children's Aid Societies	14	221	292	499
Family Service Agencies	13	95	119	165
Public-Supported Health and Welfare Services	13	25	49	107
Voluntary Welfare Services	23	25	46	73
Psychiatric and Social Service Depts. — General Hospitals	36	73	162	299
Community Psychiatric Hospitals and Mental Health Clinics	9	*	*	*
Children's Institutions	19	87	179	408
Selected Health Services	21	22	51	105
Y.M. - Y.W.C.A.'s	10	30	32	61
Community Neighbourhood Centres	4	21	30	44
Services for Delinquent and Offender	5	153	193	*
Boards of Education, Guidance Services**	15	333	663	1,006
Child Adjustment and Psychological Services	15	67	182	269
Miscellaneous Youth Services	18	23	40	87
TOTAL	215	1,175	2,038	3,123

The statistical profile presented above underlines the growth of specialized services requiring the use of behavioural science personnel in education, health and welfare. This trend will continue according to the estimates submitted for the year 1970.

* Comparative analysis impossible; see detailed tables in body of text.

** Definition of a "professionally-trained" worker is slightly modified; see relevant section within the body of report.

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The total number of professionally-trained workers employed by these 215 services in the fall of 1960 was 1,175. In the period to 1965, these agencies filled 863 professional positions, to bring the total to 2,038, excluding the figures submitted from community psychiatric hospitals and mental health clinics. Estimated "professional" manpower requirements by 1970, according to submitted projections, will be 3,123 positions excluding data from community psychiatric hospitals and mental health clinics, and data from services for delinquents and offenders.

Specialized Professional Positions — Estimate for 215 Agencies

Unfortunately, due to the design of the study, it was impossible to indicate precisely the breakdown of the submitted figures by field of specialized training. Here is a rough estimate however, for our sample:

	"Professional" Positions Filled 1960-1965	"Professional" Positions to be Filled 1965-1970
Social Workers	475	850
Guidance Teachers	330	350
Psychology, Psychiatry, Sociology	70	100
TOTAL	875	1,300

Estimates have been included for those agencies in the sample unable to submit accurate figures for 1960, and for those unable to make a meaningful projection for 1970.

Of the 875 "professional" positions filled in our sample of 215 agencies, in the period 1960-1965, approximately 475 were social workers, 330 were school guidance counsellors with Department of Education certification in Guidance, and the remaining 70 were professionally-trained psychologists, psychiatrists and sociologists.

Manpower requirements in the 1965-1970 period were difficult to ascertain accurately. A conservative estimate for the study's sample indicated a need for additional "professional" manpower numbering around 1,300. Of these 1,300 "professional" positions to be filled by 1970, approximately 850 would be filled by trained social workers; 350 school guidance counsellors, and 100 professionally-trained counselling personnel with specialization in psychology, psychiatry and sociology.

These estimates are used in considering the current output of graduate students in these respective disciplines from Canadian universities. Special attention is devoted to social work education in lieu of the fact that our sample is somewhat biased in the direction of those agencies utilizing professionally-trained caseworkers, e.g., family service agencies, children's aid societies, Y.M. - Y.W.C.A.'s welfare services and so on.

CHILDREN'S AID SOCIETIES

In Ontario, there are 55 children's aid societies engaged in counselling or treatment of children who come to their attention. Two major responsibilities of the societies include the protection of children from neglect and guardianship of children committed or admitted to their care. How well they meet these responsibilities depends upon their having an adequate number of qualified staff.

The survey included 14 submissions from children's aid societies in Ontario. The following table lists these societies and their professional and non-professional staff. In the case of professionals, this represents the utilization of social workers. The figures in parenthesis denote non-professionals employed as counselling personnel.

		1960	1965	1970
Children's Aid Society	Toronto	105 (65)	125 (75)	200 (100)
Catholic Children's Aid Society	Toronto	32 (65)	53 (79)	73 (79)
Children's Aid Society	Ottawa	32 (35)	36 (58)	54 (58)*
Children's Aid Society	Hamilton	12 (24)	17 (22)	39 (8)
Catholic Children's Aid Society	Hamilton	2 (15)	6 (16)	10 (20)
Children's Aid Society	London	6 (23)	12 (28)	20 (30)
Children's Aid Society	Windsor	10 (11)	12 (13)	28 (12)

* Figures not ascertainable; assumed no change for purpose of computation.

Counselling Trends

		1960	1965	1970
Children's Aid Society	Kingston	2 (13)	6 (10)	12 (10)
Children's Aid Society	Sault Ste. Marie	1 (5)	2 (6)	4 (10)
Children's Aid Society	Brantford	5 (6)	5 (7)	9 (12)
Children's Aid Society	Pt. Arthur	5 (7)	0 (13)	7 (10)
Children's Aid Society	York County	4 (3)	7 (5)	10 (10)
Children's Aid Society	Halton County	3 (4)	7 (11)	11 (20)
Catholic Children's Aid Society	Essex County	2 (16)	4 (13)	22 (16)

The profile of professional and non-professional workers employed by these 14 agencies shows:

Per cent Professionals & Non-Professionals

	1960		1965		1970	
	N	%	N	%	N	%
Professionals	221	(43)	292	(45)	499	(58)
Non-Professionals	292	(57)	356	(55)	395	(44)
TOTAL	513	(100)	648	(100)	894	(100)

Note the relation of professionals to non-professionals. In 1960 and 1965 the proportion of professionals employed was less than the non-professionals. In the 1965-70 period, efforts will be made to selectively recruit more workers with advanced training thus reversing the imbalance, however slightly.

Per cent Change

	1960-65	1965-70
Professionals	32	71
Non-Professionals	22	11

The number of professionals employed increased from 221 in 1960 to 292 in 1965, an increase of 32 per cent. By 1970 this is expected to

grow to 499 professionals, or some 71 per cent. The number of non-professionals rose from 292 in 1960 to 356 in 1965, an increase of 22 per cent. By 1970 the number of non-professionals is expected to reach 395, an increase of only 11 per cent.

By 1970, the two Metropolitan Toronto Children's Aid Societies alone anticipate employing 273 professionals, compared to the 178 professionals which they currently have working on their staffs, an increase of 53 per cent. In other Ontario cities, the problem of staffing may pose greater problems. The Children's Aid Society of Windsor, employed 12 professionals in 1965 and anticipate expanding its formally-trained workers to 28, an increase of 133 per cent. The Catholic Children's Aid of Windsor only employs four professionals now which it hopes to increase to 22 over the next five years. Likewise, in Hamilton the Children's Aid Society would like at least to double its present professional staff of 17 to 39.

Certain Ontario centres appear not to attract professional workers. In northern Ontario, for example, the number of professional workers are particularly scarce. The Children's Aid Society of Port Arthur employed no professionals in 1965. In a cover letter accompanying the returned questionnaire, we read:

"It has been the desire of this agency to engage graduates of the School of Social Work . . . However, although we have a favourable salary schedule, it has not been possible to attract these people to the area."

In Sault Ste. Marie, a city of similar size, two professional staff workers were employed.

As indicated elsewhere in this report, more universities in Ontario should include behavioural science courses in their curriculums, such as psychology, sociology and social work. Not only would more local students enter these fields, but upon graduation at least some of them would stay in their home areas for employment.

FAMILY SERVICE AGENCIES

Young parents and growing adolescents occasionally have need of marriage counselling services or specialized help for the solution of basic domestic problems. Efforts aimed at strengthening the family unit have been instituted in the preventive services provided by community

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family-centred counselling agencies. Such specialized services require professionally-trained workers, especially social workers.

In the following list personnel from 13 family-oriented agencies are shown. The figures in parenthesis indicate the number of non-professionals employed as counselling personnel.

		1960	1965	1970
Family Service Association	Toronto	39 (4)	46 (1)	52 (1)
Jewish Family & Child Service	Toronto	11 (13)	14 (18)	22 (32)
Family Service Centre	North York & Weston	8 (0)	9 (0)	12 (1)
Family Service Centre	Ottawa	7 (0)	10* (0)	12 (3)
Catholic Family Services	Ottawa	7 (3)	9 (3)	11 (3)
Family Service Agency	Hamilton	2 (2)	7 (3)	15 (5)
Catholic Social Services	Hamilton	0 (7)	0 (7)	2 (7)
Catholic Family Centre	London	5 (0)	6 (0)	7 (0)
Family Service Bureau	London	6 (0)	5 (2)	10 (4)
Catholic Family Service Bureau	Windsor	4 (0)	5 (0)	7 (0)
Family Service Bureau	Windsor	4 (0)	3 (1)	6 (0)
Family Service Bureau	Sault Ste. Marie	2 (0)	1 (0)	5 (0)
Catholic Family Guidance	Sault Ste. Marie	NO** (NO)**	4 (2)	4*** (2)
Total Professionals		95	119	165
Total Non-Professionals		(29)	(37)	(58)

* Includes five part-time.

** Institution not open.

*** Figures not ascertainable; assumed no change for purpose of computation.

Per cent Change

	1960-65	1965-70
Professionals	25	39
Non-Professionals	28	57

Per cent Professionals & Non-Professionals

	1960		1965		1970	
	N	%	N	%	N	%
Professionals	95	(77)	119	(76)	165	(74)
Non-Professionals	29	(23)	37	(24)	58	(26)
TOTAL	<u>124</u>	<u>(100)</u>	<u>156</u>	<u>(100)</u>	<u>223</u>	<u>(100)</u>

The average of this representative sample indicates a professional ratio of approximately 75 per cent, although this figure is shifted upward largely as a result of the high ratio of professionals to non-professionals employed by the Family Service Association of Metropolitan Toronto.

PUBLIC-SUPPORTED HEALTH & WELFARE SERVICES

Various public-supported health and welfare programmes are administered by the three levels of government in Ontario. All such schemes provide, in one form or another, direct supportive services to families, whether an income maintenance programme, or medical and dental services.

A selected sample of municipal welfare and health departments as well as a number of Federal and Provincial offices were sent questionnaires. Few were returned completed and no follow-up was attempted. Listed below are those public-supported services employing professionally-trained or non-professionally-trained personnel.

		1960	1965	1970
Indian Affairs Branch	Sault Ste. Marie	0	3	5
Department of Citizenship & Immigration (Canada)		(4)	(9)	(10)
Province of Ontario	All Ontario	15	30	65
Dept. of Public Welfare		(NA)*	(NA)	(NA)
Child Welfare Branch (only)	All Ontario	NA	21	49
		(NA)	(0)	(0)

* NA — Not ascertainable.

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Department of Public Health	Toronto	3 (8)	4 (18)	9 (18)
Department of Public Health	York Twp.	4 (0)	4 (0)	4 (0)
Hamilton Health Department	Hamilton	1 (1)	5 (1)	7 (0)
Social Service Department Hamilton Health Association	Hamilton	1 (3)	2 (1)	4 (3)
Welfare Department Twp. of North York	Toronto	NO* (NO)	1 (1)	3 (5)
Dept. of Public Welfare Twp. of York	Toronto	0 (4)	0 (5)	2 (7)
Dept. of Public Welfare Twp. of Scarborough	Toronto	0 (3)	0 (5)	0 (10)
Dept. of Welfare	London	1 (10)	0 (17)	5 (20)
Social Welfare Dept.	Eastview	0 (1)	0 (2)	2 (1)
Welfare Department	Kingston	0 (8)	0 (8)	1 (10)
Social Services Dept. County of Wentworth	Hamilton	NO (NO)	0 (3)	0 (5)

The totals given are heavily influenced by the figures submitted by the Department of Public Welfare of Ontario. This department employed 15 professionals in 1960 as rehabilitative officers, for case counselling and as field staff in the Child Welfare Branch of that Department. In 1965 the figure was 30 and the anticipated figures given indicated that by 1970, 65 professionals will be required. This means that in the next five years alone professional staff requirements will double in the Provincial Welfare Services. Significantly, by 1970 the Child Welfare Branch requirements indicate a 133 per cent increase above the 1965 staff complement.

Mostly, the changes indicated reflect a trend toward acquiring more professional staff. It is significant to note, however, that some large municipalities have no trained professionals as welfare investigators or case counsellors, nor do they contemplate having any by 1970.

* NO — Institution not open.

If we exclude the data submitted by the Ontario Department of Public Welfare, the professional and non-professional staffing situation among other groups has the following outline.

Per cent Change

	1960-65	1965-70
Professionals	90	121
Non-Professionals	67	27

Per cent Professionals and Non-Professionals

	1960		1965		1970	
	N	%	N	%	N	%
Professionals	10	(19)	19	(21)	42	(32)
Non-Professionals	42	(81)	70	(79)	89	(68)
TOTAL	<u>52</u>	<u>(100)</u>	<u>89</u>	<u>(100)</u>	<u>131</u>	<u>(100)</u>

VOLUNTARY WELFARE SERVICES

The voluntary welfare services for families and individuals are classified below under the following sub-headings—Preventive Services, Services for Unmarried Mothers, and Other Services. The subsequent tables have been computed from all the agencies listed below:

(a) Preventive Services		1960	1965	1970
Visiting Homemakers Assoc.	Toronto	8 (7)	12 (5)	17 (3)
Visiting Homemakers Assoc.	Ottawa	1 (3)	2 (3)	3 (3)
Pre-school Parent Centre	Ottawa	3 (6)	9 (11)	15 (15)
Ottawa Day Nursery	Ottawa	1 (6)	4 (4)	7 (5)
Ottawa South Nursery School	Ottawa	2 (3)	2 (6)	2 (6)
Sub-Total Professionals		<u>15</u>	<u>29</u>	<u>44</u>
Sub-Total Non-Professionals		<u>(25)</u>	<u>(29)</u>	<u>(32)</u>

The Committee requested information from agencies specializing in preventive programmes and services, and these are singled out for

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analysis. Of the five agencies reporting to the Committee, two were visiting homemakers' associations, two nursery schools and a pre-school parent centre. Four were located in Ottawa, one in Toronto.

Professionally-trained case workers employed as counsellors on the staffs of these groups numbered 15 in 1960; 29 in 1965 and projection for 1970 is 44. This is an increase of 48 per cent for 1960-65. Another 52 per cent increase is expected for 1965-70. The movement toward acquiring trained group and case workers, in these services, is noted again.

Per cent Change

	1960-65	1965-70
Professionals	48	52
Non-Professionals	16	10

(b) Services for Unmarried Mothers

		1960	1965	1970
Armagh	Toronto	1 (5)	1 (7)	3 (10)
Bethel Home	Toronto	0 (4)	0 (4)	0 (4)
Rosalie Hall	Toronto	1 (0)	1 (2)	3 (0)
Victor Home for Girls	Toronto	0 (2)	0 (4)	1 (5)
Betheny Home Salvation Army	Toronto	1 (6)	0 (7)	1 (6)
Sub-Total Professionals		3	2	8
Sub-Total Non-Professionals		(17)	(24)	(25)

(c) Other Services — Salvation Armies, Missions, etc.

Salvation Army Welfare & Correctional Services	Toronto	0 (15)	0 (18)	0 (22)
The Salvation Army	Ottawa	3 (8)	3 (4)	5 (6)
The Salvation Army	Kingston	0 (2)	0 (2)	0 (3)
The Salvation Army	Ft. William	0 (10)	0 (12)	0 (13)

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		1960	1965	1970
Fred Victor Mission	Toronto	1 (2)	6 (0)	6 (2)
Yonge Street Mission	Toronto	0 (7)	0 (9)	0 (10)
The Scott Mission	Toronto	0 (25)	0 (30)	2 (35)
Union Mission for Men	Ottawa	0 (4)	0 (4)	0 (4)
Canadian Indian Centre	Toronto	NO* (NO)	1 (2)	2 (4)
Church Army of Canada	Toronto	0 (3)	0 (6)	0 (10)
Evangel Hall	Toronto	3 (0)	3 (0)	3** (0)
Pastoral Counselling Service	Toronto	NO (NO)	1 (0)	2 (1)
Sisters of Service	Ottawa	0 (3)	1 (4)	1 (4)
Sub-Total Professionals		7	15	21
Sub-Total Non-Professionals		(79)	(91)	(114)
Professionals & Non-Professionals				
Preventive Services		15 (25)	29 (29)	44 (32)
Services for Unmarried Mothers		3 (17)	2 (24)	8 (25)
Other Services		7 (79)	15 (91)	21 (114)
Total Professionals		25	46	73
Total Non-Professionals		(121)	(144)	(171)

In the change table describing the total group, the following actual and expected increases in both the professional and non-professional sectors are noted.

* NO — institution not open.

** Figures not ascertainable; assumed no change for purposes of computation.

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	Per cent Change	
	1960-65	1965-70
Professionals	84	57
Non-Professionals	19	19

Per cent Professionals and Non-Professionals

	1960		1965		1970	
	N	%	N	%	N	%
Professionals	25	(17)	46	(24)	73	(30)
Non-Professionals	121	(83)	144	(76)	171	(70)
Total	146	(100)	190	(100)	244	(100)

Some interesting features are seen from this sample of 23 agencies offering welfare services for families and individuals. First, the total numbers employed by the group suggests a smaller ratio of professionals to non-professionals—at least in agencies other than those described as “preventive”. In 1960 (among the 21 agencies operating at that time), the professional staff workers totalled 25; in 1965 it was 46. By 1970 this figure should read 73, a 57 per cent increase over 1965.

Either by design or because of lack of funds and/or facilities to attract professionals, these agencies have utilized non-professionals in their counselling service to individuals and families.

In 1960, non-professionals numbered 121 or 83 per cent of the counselling staff in these 21 agencies. By 1965, the number of non-professional staff complement had reached 190 without any significant decrease (76 per cent) in the ratio of non-professionals to professionals. During 1965-70 this group will require 244 non-professionals for counselling purposes or some 70 per cent of the total staff requirements.

A salient point here. Three out of the four Salvation Army submissions reported no professionally-trained workers, nor does the Army anticipate using professionally-trained personnel on its counselling staff. Of course, the Salvation Army does extensively train its personnel, which might equate in many cases, to professional training.

PSYCHIATRIC AND SOCIAL SERVICES UNITS OF GENERAL HOSPITALS

Part of the survey included sending questionnaires to a number of general hospitals reported having either a social services unit or a psychiatric services unit. Thirty completed questionnaires were returned.

Data on behavioural science personnel employed by these hospitals is listed below for 13 psychiatric service units, 18 social service departments and for 5 hospitals without these identifiable units, but mental hospitals are excluded from this section of the analysis. Here the interest is an inquiry into the numbers of social workers, psychologists, psychiatrists and other counselling personnel employed in general hospitals.

		1960	1965	1970
Hospital for Sick Children	Toronto	12	15	15
Psychiatric Services		(0)	(0)	(0)
Social Services		NA*	4	5
		(NA)	(0)	(0)
Toronto General Hospital	Toronto	6	11	35
Psychiatric Services		(0)	(0)	(0)
Social Services		4	8	18
		(11)	(10)	(6)
New Mount Sinai Hospital	Toronto	1	12	24
Psychiatric Services		(1)	(1)	(1)
Social Services		3	5	12
		(0)	(0)	(0)
Wellesley Hospital	Toronto	5	5	5
Psychiatric Services		(2)	(2)	(2)
Social Services		0	0	1
		(2)	(3)	(3)
North York General Hospital	Toronto	NO**	5	15
Psychiatric Services		(NO)	(2)	(15)
Women's College Hospital	Toronto	3	3	5
		(0)	(0)	(0)
Bloorview Children's Hospital	Toronto	3	5	8
		(0)	(0)	(0)
St. Joseph's General Hospital	Toronto	NO	1	2
		(NO)	(2)	(3)
Humber Memorial Hospital	Toronto	NO	2	5
		(NO)	(1)	(0)
Toronto Western Hospital	Toronto	NO	2	4
		(NO)	(0)	(2)
Ottawa Civic Hospital	Ottawa	8	19	21
Psychiatric Services		(0)	(0)	(0)

* NA — Not Ascertainable.

** NO — Institution not open.

Counselling Trends

		1960	1965	1970
Social Services		2 (0)	6 (3)	19 (5)
Ottawa General Hospital Social Services	Ottawa	3 (0)	8 (2)	16 (4)
Henderson General Hospital Social Services	Hamilton	0 (1)	0 (1)	0 (1)
St. Joseph's Hospital Social Services	Hamilton	0 (0)	1 (0)	2 (NA)
Chedoke General & Children's Social Services	Hamilton	1 (1)	2 (1)	7 (NA)
Victoria Hospital Psychiatric Services Social Services	London	2 (1) 3 (0)	2 (0) 4 (0)	4 (3) 6 (0)
Hotel Dieu Hospital Psychiatric Services	Windsor	NO (NO)	4 (10)	6 (20)
Metropolitan General Hospital Social Services	Windsor	1 (0)	1 (0)	2 (0)
Belleville General Hospital Social Services	Belleville	NO (NO)	2 (1)	3 (1)
Chatham General Hospital Psychiatric Services	Chatham	3 (0)	3 (0)	NA (NA)
Kitchener-Waterloo Hospital Psychiatric Services	Kitchener	7 (0)	13 (2)	30 (0)
Kingston General Hospital Social Services	Kingston	1 (1)	7 (0)	17 (2)
Hotel Dieu Hospital Social Services	Kingston	0 (0)	1 (0)	2 (2)
St. Joseph's General Hospital Social Services	Port Arthur	0 (1)	0 (2)	1 (2)
St. Joseph's General Hospital Social Services	North Bay	0 (0)	0 (0)	0 (0)
Oshawa General Hospital Social Services	Oshawa	0 (1)	0 (1)	1 (1)
Sarnia General Hospital Psychiatric Services	Sarnia	NO (NO)	5 (0)	NA (NA)

Counselling Trends

		1960	1965	1970
General Hospital	Sault Ste. Marie	NO	2	NA
Psychiatric Services		(NO)	(8)	(NA)
St. Thomas-Elgin General	St. Thomas	0	0	0
Social Services		(0)	(1)	(1)
Sudbury General Hospital	Sudbury	5	4	8
Psychiatric Services		(0)	(0)	(1)
Total Professionals		73	162	299
Total Non-Professionals		(22)	(53)	(75)

The number of professionally-trained behavioural science personnel who found employment in the 30 general hospitals sampled in this survey, was 73 in 1960 and 162 in 1965. Projected staff increases to 1970 would see 299 professionals working in general hospitals. The proportion of non-professionals employed or anticipated is no greater than one-quarter of the total staff complement working in the auxiliary services of these hospitals.

The following two tables highlight significant features of the change and composition of personnel in general hospitals.

Per cent Change

	1960-65	1965-70
Professionals	122	84
Non-Professionals	143	42

Based on 18 submissions with complete data.

Per cent Professionals and Non-Professionals

	1960		1965		1970	
	N	%	N	%	N	%
Professionals	73	(77)	162	(75)	299	(80)
Non-Professionals	22	(23)	53	(25)	75	(20)
Total	95	(100)	215	(100)	374	(100)

* NA — Not ascertainable.

** NO — Institution not open.

COMMUNITY PSYCHIATRIC HOSPITALS & MENTAL HEALTH CLINICS

This section deals with mental health manpower as submitted by a selected sample of community psychiatric hospitals and mental health clinics. The basic data collected from these mental health services only embrace the core disciplines of social work, psychology and psychiatry as used in diagnostic or treatment activities. This has been broadly defined as "counselling" here.

		1960	1965	1970
Toronto Psychiatric Hospital	Toronto	50 (NA)*	55 (NA)	NA (NA)
Royal Ottawa Sanatorium	Ottawa	NA (NA)	22 (6)	48 (10)
Sudbury & Algoma Sanatorium	Sudbury	NO** (NO)	4 (3)	8 (5)
Essex County Sanatorium	Windsor	NO (NO)	11 (3)	24 (NA)
Toronto Mental Health Clinic	Toronto	8 (0)	10 (0)	17 (29)
East York-Leaside Health Unit Mental Health Clinic	Toronto	3 (0)	4 (0)	6 (0)
Child & Adolescent Guidance Clinic	York Township	4 (1)	4 (1)	NA (NA)
Child Guidance Clinic	London	NO (NO)	4 (3)	6 (4)
Provincial Mental Health Clinic — Ontario Hospital	Hamilton	3 (1)	5 (1)	9 (1)
Total Professionals		***	***	***
Total Non-Professionals		***	***	***

The analysis of professional and non-professional manpower in the specific disciplines of psychiatry, psychology and social work poses a difficult problem in this section. Recent and anticipated future developments in the pattern of mental health services made meaningful comparative analysis impossible. For example, the Toronto Psychiatric Hos-

* NA — Not ascertainable.

** NO — Institution not open.

*** No meaningful totals are possible.

pital, which was composed of an adult out-patient service, a children's out-patient service, a day care and a forensic clinic, will soon be absorbed by the Clarke Institute of Psychiatry. Undoubtedly, the number of personnel in each professional category will increase, but by how much it was impossible to predict—nor was this information given. In addition, three of the twelve services sampled were not available in 1960.

Two community psychiatric hospitals—the Royal Ottawa Sanatorium and the Essex County Sanatorium in south-western Ontario—together had 33 professionals on staff in 1965. By 1970, they expect to employ 72, or more than double the 1965 figure.

The five mental health clinics (see previous table) also expect to expand their services by adding more professional staff. The Toronto Mental Health Clinic, with 10 professionals and non-professionals on staff in 1965, expects 17 professionals and 22 non-professionals by 1970. With the establishment of psychiatric services for children and youth, it anticipates using four teachers for emotionally-disturbed children and 25 trained child-care workers.

CHILDREN'S INSTITUTIONS

Under the general heading of "children's institutions", were grouped: residential treatment centres for emotionally-disturbed boys and girls, diagnostic observation and day treatment centres, foster home care and those Ontario hospitals specifically serving mentally disturbed or retarded children. The professional and non-professional staff of these 19 institutions are listed below:

		1960	1965	1970
Protestant Children's Home	Toronto	5 (9)	2 (9)	15 (15)
West End Creche	Toronto	4 (15)	6 (15)	6 (15)
Earlscourt Children's Home	Toronto	0 (5)	2 (6)	4 (8)
Sacred Heart Children's Village	Toronto	1 (32)	6 (37)	12 (45)
Salvation Army Children's Home	Toronto	2 (8)	3 (5)	4 (13)

Counselling Trends

		1960	1965	1970
Boys Village	Toronto	NO* (NO)	9 (21)	18 (60)
Warrendale	Toronto	18 (19)	58 (64)	174 (192)
Protestant Children's Village	Ottawa	4 (NA)**	3 (NA)	6 (NA)
Lynwood Hall Children's Centre	Hamilton	1 (12)	2 (14)	5 (15)
Mt. St. Joseph Centre	Hamilton	8 (6)	5 (8)	12 (5)
Maryvale School	Windsor	4 (3)	8 (12)	29 (0)
Children's Group Therapy	Windsor	1 (8)	2 (12)	4 (24)***
Salvation Army Children's Village	London	0 (12)	0 (17)	6 (12)
Sunnyside Children's Centre	Kingston	8 (0)	10 (1)	15 (2)
Children's Psychiatric Research Institute	London	6 (2)	24 (8)	30 (10)
Ontario Hospital School	Smiths Falls	9 (NA)	13 (NA)	20 (NA)
Ontario Hospital School	Cedar Springs	NO (NO)	3 (2)	6 (6)
Ontario Hospital School	Orillia	1 (2)	2 (3)	12 (8)
Thistletown Hospital	Toronto	15 (NA)	21 (NA)	30 (NA)
Total Professionals		87	179	408
Total Non-Professionals		(133)	(234)	(430)

* NO — Institution not established.

** NA — Not ascertainable

*** All part-time university students, e.g., psychology graduates and social work students on field placement.

Per cent Change

	1960-65	1965-70
Professionals	106	128
Non-Professionals	76	84

Social caseworkers, psychologists, psychiatrists and special educators constitute the core professional staff employed, along with other professionals, and a variety of non-professionals. Children's institutions use many non-professional workers in counselling (assessment or treatment) positions with specialization in disciplines other than those singled out for analysis in this survey. Such categories of personnel as trained child caseworkers, house parents, play therapists, teachers and others, are identified as "non-professionals" to meet the operational definitions of the study.

In 1960, the children's institutions in the study employed 87 professionals; if qualified professionals are available, these same institutions anticipate increasing their staff complement to 408 professionals by 1970, an increase of 369 per cent over the ten-year span. During 1965-70 the staff increases are estimated as 128 per cent.

Some institutions expect to expand at a greater rate than others, if funds, facilities and personnel are available. For example, the following institutions expect increases of 200 per cent over their present professional complement. Warrendale, an increase from 58 professionals in 1965 to 174 by 1970 — 200 per cent increase; Protestant Children's Homes, Toronto, an increase from 2 to 15 in the next five-year period; Maryvale School, Windsor, from 8 to 29, an increase of 263 per cent.

The use of non-professionals in children's institutions is reflected in the following data based on 16 submissions. In 1960, 133 non-professionals with varying qualifications were used in a broadly-defined "counselling" role. By 1965 the numbers had increased by 76 per cent to 234. By 1970, it is estimated that these agencies will employ 430 non-professionals, an increase of 84 per cent.

The ratio of professionally-trained to non-professionally-trained is tabulated on the next page for those institutions reporting both.

Counselling Trends

Per cent Professionals & Non-Professionals

	1960		1965		1970	
	N	%	N	%	N	%
Professionals	59*	(31)	142**	(38)	352**	(45)
Non-Professionals	133	(69)	234	(62)	430	(55)
TOTAL	192	(100)	376	(100)	782	(100)

The data indicates a staffing trend towards the increased use of professionally-trained personnel. Despite this trend, less than half of all employed personnel in these institutions will have formal post-graduate training in the social science disciplines designated in this survey.

SELECTED HEALTH SERVICES

The Committee also sought information on the utilization of professionally-trained and non-professionally-trained behavioural science personnel from a selected sample of health services. But as the questionnaires were returned it was seen that many of the organizations surveyed did not employ such people. (Medical doctors, physiotherapists, registered nurses, occupational therapists, and other associated medical workers were excluded from consideration.) Consequently, this reduced the number of agencies and organizations sampled for final analysis.

		1960	1965	1970
Rehabilitation Institute	Ottawa	3 (0)	4 (0)	15 (1)
Rehabilitation Foundation	Ottawa	0 (1)	0 (2)	0 (3)
Lakehead Rehabilitation Centre	Port Arthur	1 (0)	2 (1)	3 (1)
Vocational Rehabilitation Foundation	Hamilton	0 (0)	2 (1)	4 (2)
Rehabilitation Foundation for the Disabled	Sault Ste. Marie	3 (0)	3 (0)	3 (0)
Rotary Children's Rehabilitation Unit	Sault Ste. Marie	2 (1)	4 (1)	5 (1)
Ontario Society for Crippled Children	Ottawa	0 (2)	0 (2)	1 (2)

* Based on 15 institutions.

** Based on 16 institutions.

Counselling Trends

		1960	1965	1970
Canadian Arthritis & Rheumatism Society	Hamilton	0 (0)	1 (0)	1 (0)
Retarded Children's Association & Retarded Children's Education Authority	Ottawa	0 (16)	2 (25)	3 (34)
Canadian Arthritis & Rheumatism Society	Ottawa	1 (0)	2 (0)	3 (0)
Lorimer Lodge	Toronto	3 (2)	5 (2)	11 (6)
Association for Retarded Children (York Township)	Toronto	NO* (NO)	0 (5)	2 (0)
Retarded Children's School	Sault Ste. Marie	2 (0)	4 (0)	6 (0)
Retarded Adult Workshop	Sault Ste. Marie	NO* (NO)	1 (2)	3 (5)
Soogoma Industries				
Retarded Children's Education Authority	Fort William	0 (5)	0 (10)	2 (12)
Evangelical Church of the Deaf	Toronto	1 (1)	1 (1)	2 (5)
The Canadian Hearing Society	Toronto	0 (0)	0 (1)	1 (1)
Hamilton District Association for Deaf & Hard of Hearing	Hamilton	0 (0)	1 (2)	2 (2)
Alcoholism Research Foundation	Ottawa	2 (0)	6 (0)	10 (0)
Alcoholism & Drug Addiction Research Foundation	London	3 (0)	11 (1)	25 (3)
Alcoholism & Drug Addiction Research Foundation	Fort William	1 (1)	2 (1)	3 (2)
Total Professionals		22	51	105
Total Non-Professionals		(29)	(57)	(80)

The above sample includes 21 agencies and organizations and the distribution of health services includes the retarded, physically handicapped, hard of hearing, alcoholism and drug addiction.

* NO — Institution not open.

Counselling Trends

For comparative purposes, it is interesting to note the percentage changes in the employment of professionally-trained and non-professionally-trained counselling personnel by this sample, as revealed below:

	Per cent Change	
	1960-65	1965-70
Professionals	132	109
Non-Professionals	97	40

	Per cent Professionals and Non-Professionals					
	1960		1965		1970	
	N	%	N	%	N	%
Professionals	22	(43)	51	(47)	105	(58)
Non-Professionals	29	(57)	57	(53)	80	(42)
	—	—	—	—	—	—
Total	51	(100)	108	(100)	185	(100)

Y.M. - Y.W.C.A.'s

The Y.M.C.A. and Y.W.C.A. offer a variety of programmes and services embracing physical education and fitness, family and domestic programmes and counselling, vocational guidance and residence accommodation. Certain phases of these services are administered by the type of personnel of interest in this survey. The following 10 submissions from Y.M.-Y.W.C.A.'s. underline their current manpower status and future requirements in those areas of interest to the Committee. The core personnel of services offered by the Y.M.-Y.W.C.A.'s. would be specialists in social work; psychology and special education.

		1960	1965	1970
Y.M.C.A.	Toronto	4 (2)	5 (3)	9 (4)
Y.W.C.A.	Toronto	18 (15)	15 (23)	26 (22)
Y.M.-Y.W.C.A. (Women's Div.)	Ottawa	1 (0)	1 (1)	2 (2)
Y.M.C.A. (Greater Hamilton)	Hamilton	5 (7)	7 (8)	11 (12)
Y.W.C.A.	Hamilton	0 (8)	0 (8)	4 (10)

Counselling Trends

		1960	1965	1970
Y.M.-Y.W.C.A. (Mountain)	Hamilton	0 (3)	1 (2)	0 (5)
Y.M.-Y.W.C.A.	Windsor	0 (1)	0 (1)	1 (2)
Y.M.-Y.W.C.A.	Port Arthur	0 (3)	0 (3)	2 (3)
Y.M.C.A.	Fort William	NO* (NO)	1 (2)	3 (2)
Y.M.C.A.	Belleville	2 (0)	2 (0)	3 (0)
Total Professionals		30	32	61
Total Non-Professionals		(39)	(51)	(62)

Per cent Change

	1960-65	1965-70
Professionals	7	91
Non-Professionals	31	21

As noted in other sections, the need by 1970 will be greater in the professional class.

Regarding agency staff composition, the 1965 situation revealed that a little over 4 out of 10 were professionally-trained in the disciplines of interest in this survey. By 1970 this ratio is estimated to be one to one, as evidenced below:

Per cent Professionals and Non-Professionals

	1960		1965		1970	
	N	%	N	%	N	%
Professionals	30	(43)	32	(44)	61	(50)
Non-Professionals	39	(57)	51	(56)	62	(50)
Total	69	(100)	83	(100)	123	(100)

COMMUNITY NEIGHBOURHOOD CENTRES

The Committee received submissions from four neighbourhood centres in Metropolitan Toronto. They were treated separately because of their overall programme of educational, social welfare, and recreational services which are available for both individuals and families.

* NO — Institution not open.

Counselling Trends

The number of professionally-trained and non-professionally-trained workers is indicated below:

		1960	1965	1970
Central Neighbourhood House	Toronto	3 (3)	5 (3)	8 (3)
St. Christopher House	Toronto	5 (7)	11 (12)	15 (15)
University Settlement House	Toronto	10 (5)	11 (4)	12 (5)
Woodgreen Community Centre	Toronto	3 (13)	3 (13)	9 (10)
Total Professionals		21	30	44
Total Non-Professionals		(28)	(32)	(33)

Per cent Change

	1960-65	1965-70
Professionals	43	47
Non-Professionals	13	3

Per cent Professionals & Non-Professionals

	1960		1965		1970	
	N	%	N	%	N	%
Professionals	21	(43)	30	(48)	44	(57)
Non-Professionals	28	(57)	32	(52)	33	(43)
Total	49	(100)	62	(100)	77	(100)

SERVICES FOR THE DELINQUENT AND OFFENDER

In Ontario, many public and private services are available to the delinquent and offender. Submissions from a selected sample of these services are noted below:

		1960	1965	1970
Province of Ontario, Dept. of the Attorney-General	All Ontario	75 (82)	100 (96)	NA (NA)
Probation Services Branch				
Province of Ontario	All Ontario	40	50	NA
Dept. of Reform Institutions		(1300)*	(1586)*	(NA)

* This large number of non-professionals for the Department of Reform Institutions refers to those individuals who work directly with the young offender. Example, the 1965 figure included 1392 correctional officers and training school supervisors; 62 rehabilitation officers and 132 trade and craft instructors.

Counselling Trends

		1960	1965	1970
Juvenile and Family Court of Metropolitan Toronto	Toronto	22 (16)	24 (13)	80 (0)
Metropolitan Toronto Police Youth Bureau	Toronto	0 (12)	0 (32)	0 (60)
John Howard Society	All Ontario	16 (3)	19 (4)	33 (0)
Total Professionals		153	193	*
Total Non-Professionals		(1413)	(1731)	*

The information submitted from two government departments related to professional staff needs was noticeably incomplete for 1970. The Committee has been advised that projections of this nature are most difficult to make without knowledge of anticipated policy changes or the availability of professionally-trained staff.

If funds and professional persons are available, the Juvenile and Family Court of Metropolitan Toronto would like to expand its professionally-trained staff complement to 80 from the 24 reported in 1965, or an increase of 225 per cent over 1965. The John Howard Society also anticipates staff increases of 11 professionals for the whole province during the 1965-70 period, (a 58 per cent increase over 1965).

Conversely, the Youth Bureau of Metropolitan Toronto Police Department do not anticipate employing any professionally-trained personnel, (at least those identified in this study), by 1970. However, it expects to increase the number of youth workers from 32 in 1965 to 60 in 1970 an increase of 88 per cent.

BOARDS OF EDUCATION

The term "counselling" in education embraces a number of distinct services and activities which are offered to students and their parents. The most frequently-encountered counsellor is the school guidance officer who is prepared to:

- (1) help students choose a curriculum
- (2) provide educational and occupational information to students and parents

* Totals would be misleading, thus are not given.

Counselling Trends

- (3) help to establish study programmes related to vocational plans
- (4) administer and evaluate tests of learning capacity, occupational interests and achievement.

The second type of "counselling" service spans a variety of social, personal and emotional problems which usually require the special diagnostic and treatment skills of professionally-trained medical or behavioural science personnel. Emphasis here is on the services available for the emotionally-disturbed, the perceptually handicapped, the retarded, the culturally disadvantaged, or any other group requiring "special" counselling. Many school systems have both specialized facilities and personnel to cope with the needs of these students.

The Committee was interested in learning of the numbers of professionally-trained and non-professionally-trained persons employed as guidance counsellors in a representative sample of school systems, as well as those employed by the child adjustment and psychological services administered by such school systems. A slightly revised questionnaire was sent to some boards of education which requested that information regarding personnel be submitted under headings. These were, guidance service, child adjustment and psychological services.

School boards have enjoyed certain advantages in attracting professionally-trained personnel to their staffs. Consequently, few non-professionally-trained persons hold important counselling positions. The following analysis focuses largely on "professionally-trained" manpower. The number of professionally-trained counselling personnel are listed on the following page for the school years 1960-61, 1965-66, with estimates for 1970-71.

Board of Education	1960-1961		1965-1966		1970-1971	
	Guidance Services	Child Adjustment & Psychological Services	Guidance Services	Child Adjustment & Psychological Services	Guidance Services	Child Adjustment & Psychological Services
Toronto	75	23	144	70	225	95
Twp. of North York	32	6	68	18	120	24
Twp. of Scarborough	31	2	61	12	95	27
Twp. of Etobicoke	27	3	45	12	60	20
Twp. of Toronto	20	1	40	3	65	5
Ottawa*	28	0	61	5	72	24
Hamilton	NA**	5	39	13	70	19
London	30	16	74	27	95	35
Windsor	45	2	53	3	88	7
Burlington	3	0	7	3	14	7
Chatham	1	1	6	2	6	3
Kingston	6	4	9	4	13	6
Port Arthur	8	3	13	4	20	6
Sarnia	10	1	14	2	18	3
Sault Ste. Marie	17	0	29	4	45	8
Professionally trained	333	67	663	182	1,006	289

* Includes figures submitted by Collegiate Institute Board and Public School Board of Ottawa.

** NA — Not ascertainable.

Counselling Trends

Guidance Counsellors

In this section, guidance teachers who had attained at least one of the Ontario Department of Education's elementary, intermediate or specialist certificates in Guidance, were considered "professionally-trained", in the absence of recognized graduate degrees in guidance. The number of guidance counsellors indicated include the personnel from both elementary and secondary schools, at all levels of certification and teaching time. It is recognized that the number of full-time guidance counsellors is considerably less than the totals given.

In the school year 1960-61, the number of teachers with varying degrees of certification, used in counselling was 333, and 663 in the 1965-66 school year. Increases in the number of professionally-trained guidance officers in these 15 school systems are expected to bring the number to 1,006 by the 1970-71 school year.

These statistics, when translated into percentage changes, highlight the rapid growth and anticipated growth in this area of service to young people at the elementary and secondary school level. The following table illustrates the nature of these changes:

Per cent Change			
Professionally-Trained Guidance Personnel			
	Number Reporting	1960-61—1965-66	1965-66—1970-71
Professional	15	99	52

Child Adjustment and Psychological Services

Sixty-Seven professionally-trained behavioural science personnel were employed in diagnostic and treatment roles within auxiliary service units, (specifically, child adjustment and psychological services) in the school year 1960-61 and 182 in 1965-66. Estimates submitted to the Committee for the school year 1970-71 indicated a need for 289 professionally-trained workers.

Larger school systems have developed auxiliary counselling services in the area of child adjustment and psychological services, to a greater degree than smaller school systems. Accordingly, they have attracted more behavioural science personnel. For example, the Toronto Board of Education has a large reservoir of trained psychiatrists, psychologists and social workers on its auxiliary services staff, especially in the area

of child adjustment and attendance. The current staff complement of this one system alone is 20 fully-qualified social workers, 21 full-time psychologists, 12 part-time psychologists, 5 full-time psychiatrists and 2 part-time psychiatrists. By 1970 the Toronto Board of Education anticipates employing 45 full-time professionally-trained social workers and 35 full-time psychologists.

Per Cent Change — Professional Staff

	Number Reporting	1960-61—1965-66	1965-66—1970-71
Professional	15	172	48

This data illustrates the tremendous growth of diagnostic and treatment services to schools in the last five years. In the next five-year period the changes in these larger school systems are likely to be less dramatic, chiefly as a result of their earlier entrance into this area of service. School systems without these specialized services will undoubtedly initiate them as a result of consolidation of smaller school boards into larger ones, and as specialized staff become available.

MISCELLANEOUS YOUTH SERVICES

The Committee requested information from a variety of youth-serving organizations whose services would consist totally, or in part, of generalized counselling. The professional and non-professional staff of these miscellaneous agencies are listed below:

		1960	1965	1970
Boy Scouts of Canada (Greater Toronto Region)	Toronto	1 (11)	0 (14)	0 (14)
Boy Scouts of Canada (Hamilton District Council)	Hamilton	2 (0)	0 (2)	3 (0)
Catholic Youth Organization	Toronto	0 (3)	0 (4)	2 (5)
Catholic Youth Organization	Hamilton	1 (2)	1 (4)	4 (10)
B'Nai B'Rith Youth Organization	Toronto	1 (1)	1 (1)	3 (0)
St. Alban's Boys Club	Toronto	1 (6)	1 (6)	3 (3)
Christian Youth Centre	Kingston	1 (1)	2 (1)	4 (2)

Counselling Trends

		1960	1965	1970
Ottawa Boys' Club	Ottawa	2 (2)	2 (2)	5 (5)
Kiwanis Boys' & Girls' Clubs	Toronto	0 (18)	0 (18)	6 (20)
West Scarborough Boys' Club	Toronto	NO* (NO)	2 (3)	3 (3)
Wesley Centre Institution	Hamilton	0 (1)	1 (2)	3 (4)
Working Boys' Home	Toronto	0 (4)	0 (7)	1 (8)
Big Brother Movement	Toronto	3 (1)	4 (3)	8 (7)
Big Brother Association	Hamilton	1 (2)	3 (2)	5 (2)
Jewish Vocational Service	Toronto	6 (0)	13 (0)	18 (0)
Youth Services Bureau	Ottawa	2 (0)	4 (0)	10 (0)
Council of Jewish Organizations	Hamilton	1 (3)	1 (3)	3 (4)
Social Planning Council	Hamilton & District	1 (0)	5 (0)	6 (0)
Total Professionals		23	40	87
Total Non-Professionals		(55)	(71)	(87)

The 18 organizations listed above vary in the nature of their services, the youth population served, and the extent of their operation. Therefore, no attempt was made to generalize from this sampled group. In 1960, 23 professionals were employed by these youth-serving groups. In 1965, the figure had increased by 74 per cent to **40**. An estimate of **87** professionals, or an increase of **116** per cent, was the projected figure for 1970. The table below contrasts the trend toward staffing agencies with professionally-trained workers as opposed to non-professionally-trained workers.

	Per cent Change	
	1960-65	1965-70
Professionals	74	116
Non-Professionals	29	23

* NO — institution not open

This also shows up in the changing manpower composition of these agencies:

Per cent Professionals & Non-Professionals

	1960		1965		1970	
	N	%	N	%	N	%
Professionals	23	(29)	40	(36)	87	(50)
Non-Professionals	55	(71)	71	(64)	87	(50)
Total	78	(100)	111	(100)	174	(100)

It must be pointed out that the totals, as presented, hide major differences between agencies. Generally, boys clubs have tended to shy away from utilizing professionally-trained behavioural science personnel. However, with acceptance of the detached worker programme at least one group, (the Kiwanis Boys' and Girls' Clubs) anticipates employing such personnel by 1970.

The Boys Scouts Association of the Greater Toronto Region has had difficulty in attracting professionally-trained social science personnel into its ranks, as shown by the following unsolicited comment: "While our policy indicates that graduates in the humanities and social science are preferred, I am afraid we have not been too successful in meeting our need from this source and have had to settle for some arbitrary 'equivalent',"* Yet the Jewish Vocational Service of Toronto, a community vocational counselling programme, employs only professionals and seems to get them.

Part II

CURRENT RESOURCES FOR MEETING NEEDS

Part I surveyed 215 submissions to determine the general trends in professional manpower acquisition among the guidance and counselling services presently available to Ontario youth and their families. The broad sample of agencies selected for this study, spanned those counselling services which use professionally-trained behavioural science personnel. The study documents the need for more professionally-trained counselling personnel by comparing staff changes over brief periods of time, examining staff composition and recording projected manpower require-

* Correspondence accompanying the returned questionnaire.

Counselling Trends

ments. These were given to the Committee by the agencies participating in the survey.

Part II assesses the current resources for meeting counselling needs. A brief analysis of questionnaire returns from Canadian universities representing the disciplines of psychiatry, social work, psychology and sociology is shown. Enrolment figures, (full and part-time) for the school years 1960-61, 1964-65 and projections for 1970-71, were analyzed from:

- (a) 8 Schools of Social Work
- (b) 7 Departments of Psychiatry
- (c) 13 Departments of Psychology
- (d) 14 Departments of Sociology.

While this does not represent the total number of Canadian universities offering courses of instructions leading to specialization in psychiatry, psychology, and sociology, the data submitted from these institutions affords some indication of the patterns of enrolment, for the immediate, past and for the near future. Enrolment data in the Canadian Schools of Social Work reported here, represents the status of all the institutions offering graduate course work in Canada. A condensed analysis of the questionnaire returns follows:

Social Work Education

The Committee's survey endeavoured to find out how many students were being trained in Canadian Schools of Social Work. Questionnaires, (designed to gather information on full-time and part-time enrolments, by sex of student, for the school years 1960-61, 1964-65 and estimates for the school year 1970-71) were completed by all the schools of social work in Canada, and returned to the Committee.

In Canada today, there are eight Schools of Social Work offering advanced graduate study leading to the master's level or equivalent diploma certification. This is the basic preparation for the professional practice of social work. The schools are located as follows:

	Number
Atlantic Provinces	1
Quebec	3
Ontario	2
Western Provinces	2

**TOTAL STUDENT ENROLMENT IN SCHOOLS OF SOCIAL WORK
CANADA***

School	Per cent		Per cent		1970-71
	1960-61	Change	1964-65	Change	
School of Social Work University of B.C.	83	(93%)	160	(33%)	213
School of Social Work University of Manitoba	71	(69%)	120	(42%)	170
School of Social Work University of Toronto	153	(15%)	176	(42%)	250
School of Social Welfare University of Ottawa	35	(90%)	66	(52%)	100
School of Social Work McGill University	108	(11%)	120	(-20%)	96
Ecole de Service Social Universite de Montreal	85	(55%)	132	(61%)	213
Ecole de Service Social Universite Laval	91	(15%)	105	(18%)	124
Maritime School of Social Work	38	(24%)	47	(149%)	117
Total	664	(39%)	926	(39%)	1,283

Enrolment

1960-61: the full-time and part-time enrolment at various levels of training was 664 students.

1964-65: this figure had risen to 926, an increase of 39 per cent. (Note that 158 of these students were part-time students, the remaining 768 being enrolled on a full-time basis.)

1970-71: Anticipated full-time and part-time enrolment at these eight schools of social work is estimated at a little less than 1,300 students, 39 per cent over the 1964-65 enrolment figure. Of this number, about 1,200 will be enrolled as full-time students.

* Male & Female, Part-Time & Full-Time Students given here.

Enrolment in Schools of Social Work 1960-61, 1964-65, 1970-71

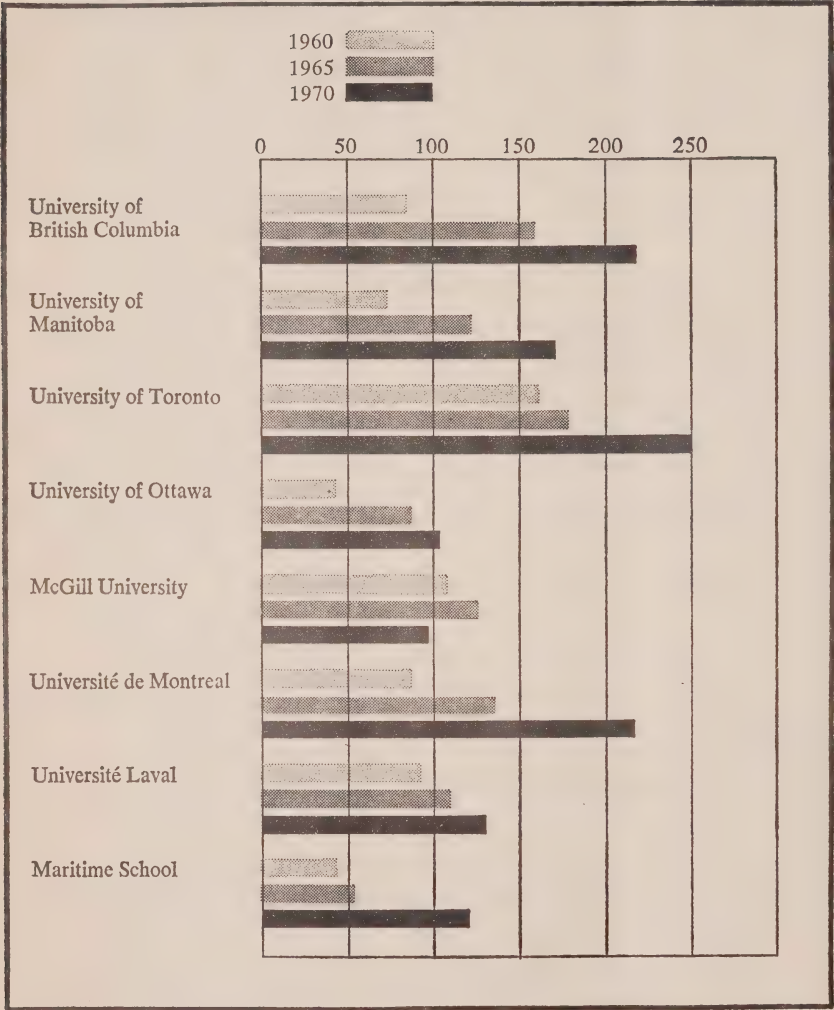


PLATE NO. 8

The data revealed significant enrolment differences and recruitment success by these Canadian institutions. For example, the School of Social Work, University of Toronto, anticipates a student body of 250 by 1970-71, an increase of 42 per cent over the 1964-65 enrolment figure. The Maritime School of Social Work expects that 1970-71 enrolment will increase 149 per cent over the 1964-65 school year. However, by 1970-71 the School of Social Work at McGill University plans to **decrease** its enrolment by 20 per cent over the 1964-65 figure. (120 down to 96 graduate students, at various levels of training.) See Plate No. 8, p. 204.

The overall social manpower picture in Canada invites comparison with other jurisdictions. A recent report* on social work education and manpower in the United States included full-time enrolment figures in all the schools of social work, by state. Three states are singled out for attention.

	Schools	Full-Time Enrolment, Nov. 1, 1964
New York -----	8	1,285
Michigan -----	3	515
California -----	3	497

The State of New York had as many full-time social work students enrolled in the 1964-65 school year than are anticipated by all the schools of social work in Canada 1970-71.

Graduates

The actual number of trained social workers made available to the labour force for any year is considerably less than what the enrolment figures might indicate. This is due largely to the fact that enrolment status and level of study determine the annual number of graduated social workers with training to the master's level.

The following table, based on the number of graduates reported in **Survey of Higher Education****, and similar unpublished data from the Dominion Bureau of Statistics, highlights the graduation status of social work education for Canada, in recent years.

* *Closing the Gap in Social Work Manpower*, Report of the Departmental Task Force on Social Work Education and Manpower, U.S. Department of Health, Education, and Welfare, November 1965.

** *Survey of Higher Education 1962-63, Part 2*, Dominion Bureau of Statistics, Ottawa.

GRADUATES IN SOCIAL WORK — CANADA

Year	Total	B.S.W.	M.S.W.
1960-61 -----	302	151	151
1961-62 -----	337	163	174
1962-63 -----	391	170	221
1963-64* -----	474	216	258
1964-65* -----	512	230	282
 TOTAL -----	 2,016	 930	 1,086

B.S.W.—Bachelor of Social Work

M.S.W.—Master of Social Work

It is instructive to note that the number of M.S.W's. reported graduating in the school year 1960-61 is 151 even though the enrolment for that school year, according to the data submitted to the Committee, show that 664 were enrolled at all levels of training, full-time and part-time. Likewise, in the school year 1964-65, 926 students were on the rolls of Canada's eight schools of social work, yet only 282 M.S.W's. were awarded in that year.

As we have noted, it is clear that graduation figures do not indicate the number of trained persons available to the labour force. Many students receiving their Bachelor of Social Work degree or equivalent certification continue on to the master's level. An unknown number of B.S.W. students, of course, do not continue their studies.

The total number of Canadian-trained graduate social workers, with at least a master's degree, in the last five-year period was 1,086 for all of Canada. It is difficult to ascertain the actual number of M.S.W. students who became new entrants into the Canadian labour force during this period. It is recognized that:

- (a) many of the part-time students completing their M.S.W. degree were already employed;
- (b) some Canadian graduates seek employment outside Canada on graduation;
- (c) foreign student graduates from Canadian universities often plan to return to their respective countries;
- (d) some students do not go directly into social work practice.

* Unpublished data from Education Division, D.B.S., Ottawa, March, 1966.

The School of Social Work, University of Ottawa and the School of Social Work, University of Toronto attribute losses of M.S.W. graduates upon graduation at about 25-30 per cent due to the above factors. Moreover, sizeable numbers of female M.S.W. graduates terminate social work practice either permanently or temporarily, within a few years of graduation.

Because of these facts, it seems unlikely that more than 2,500 fully-trained (M.S.W.'s. or higher) social workers will be graduated from the existing Canadian Schools of Social Work in the six intervening school years between 1965-66 and 1970-71 inclusive. This figure assumes an average increase over each preceding year of approximately 40 M.S.W. graduates, perhaps a liberal estimate considering the average increase in M.S.W. output from these schools during the past four years has been 34 students. Also, enrolment figures submitted to the Committee indicate a total enrolment increase by 1970-71 of only 39 per cent over the 1964-65 figures, the same enrolment increase as that recorded in the period since 1960-61.

PSYCHIATRY

Submissions were received from seven medical schools, each offering certification training in psychiatry. The full-time and part-time enrolment figures in post-graduate psychiatry for the school years 1960-61 and 1964-65, and estimates for 1970-71, are given in the table below. The figures refer to physicians going forward to a specialist career in psychiatry.

Department of Psychiatry School	1960-61	1964-65	1970-71
University of B.C.	10	16	30
University of Alberta	8	8	15
University of Manitoba	17	15	15
University of Toronto	51	68	100
Queen's University	4	7	13
McGill University	81	114	130
Laval University	3	32	40
Total	174	260	343
	49% increase	32% increase	

Enrolment

As the data shows, seven departments of psychiatry reported having 174 students enrolled in psychiatry at various stages of training in 1960-61. By 1964-65 this figure had grown to 260, or 49 per cent. Projected student enrolment for the school year 1970-71, indicates a full-time and part-time student complement of 343, an increase of 32 per cent. (See the accompanying graph which outlines the pattern of enrolment over these three time periods, by university department.)

A census of all the departments of psychiatry in the 12 Canadian medical schools, undertaken by the Royal College of Physicians and Surgeons, dated April, 1965, revealed that 357 students were being trained in Canada for certification in psychiatry. According to this source it is assumed that approximately one-quarter of the total enrolment becomes fully certified as psychiatrists annually. Therefore, in our sample of seven departments of psychiatry, approximately 90 Canadian-trained psychiatrists will be certified in the school year 1970-71 from these universities.

The previously-mentioned Royal College of Physicians and Surgeons' survey revealed that 357 students were being trained in Canada as of April 1965. If we apply the estimated average enrolment increase of 32 per cent to 1970-71 expected from seven representative medical schools, as submitted to the Committee, shows that the overall number of psychiatry students enrolled at various levels of training in the school year 1970-71 will reach 475 for the whole country.

A most liberal estimate of the number of certified psychiatrists trained in Canada in the six graduating years to the school year 1970-71, would be 600. This figure is offered with full recognition of the difficulties and assumptions involved in projecting numerical estimates of the numbers to be made available to the Canadian labour force. It is given as a stimulus, in the hope that it may be amended by further more exhaustive research. See Plate No. 9, p. 209.

Graduate Enrolment in Seven Departments of Psychiatry 1960-61, 1964-65, 1970-71

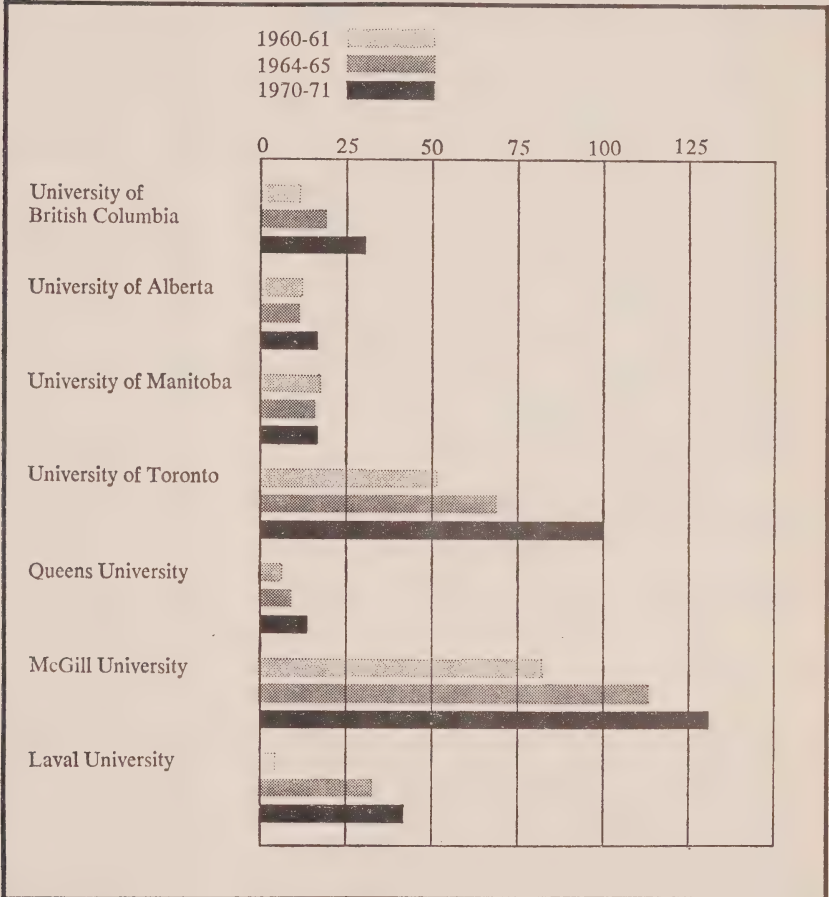


PLATE NO. 9

ENROLMENT IN PSYCHOLOGY

These enrolment figures were received from 12 departments of psychology and one department of educational psychology:

University	1960-61	1964-65	1970-71
University of Alberta*	28	98	90
University of Saskatchewan	8	8	25
University of Manitoba	7	27	63
University of Toronto	69	44	160
York University	0**	11	320
Waterloo University	0**	55	100
University of Windsor	16	38	74
Carleton University	3	24	54
Queen's University	18	38	57
University of Western Ontario	12	59	100
McGill University	37	62	80
Laval University	9	40	110
University of New Brunswick	0**	14	40
Total	207	518	1,273
	150% increase	146% increase	

Major upsurges have occurred and are anticipated in the enrolment of psychology graduates among these universities. Between 1960-61 to the 1964-65 school year the enrolment in psychology increased by 150 per cent. For the last year of this decade a similar increase is expected so that the 1970-71 school year will see an enrolment exceeding 140 per cent of the 1964-65 figures. However, it is unlikely that all these graduates will be made available to the applied field, for "counselling" purposes in health, education and the various social services.

* Figures refer specifically to the Department of Educational Psychology, College of Education, University of Alberta.

** No Graduate Enrolment.

Psychological training in this country, with a few notable exceptions, tends to be directed toward the preparation of future teachers of psychology or for research purposes. This fact was mentioned by Professor Edward C. Webster, in submitting enrolment figures for McGill University. "The figures presented do not give an entirely accurate picture of personnel who will be available in Canada. Somewhat over half of our graduate students are Americans or from other countries. Most of these will be returning home on graduation. Practically all of our doctoral candidates can be expected to enter university teaching — about 80 per cent in human experimental and physiological psychology." These comments could also apply to many Ontario university graduates.

The Ontario Psychological Association recently completed a more thorough manpower assessment in psychology for Ontario universities over the period 1960-70*. From this survey we learn that:

- (1) By 1970 it is expected that there will be eleven Ontario graduate schools offering training in psychology.
- (2) The number of graduates in psychology from 1960-64 was as follows:

1960-64	Honours B.A.	M.A & M.Ps.	Ph.D.
Total	209	283	71

- (3) The estimated number of graduates in Psychology, 1965-70, in Ontario universities was given as follows:

1965-70	Honours B.A.	M.A & M.Ps.	Ph.D.
Total	965	952	413

An attempt was made to determine the destination of both M.A. and Ph.D graduates in Psychology over the 1965-70 period.

The following destination profile emerged:

M.A. Graduates in Psychology

Destination	Number	Per cent
Teaching and Research	85	8.9
Clinical	304	32.0
Industrial, Counselling and Education	110	11.6
Graduate Work	453	47.6
	952	100.0

* "Manpower Needs in Psychological Services in Ontario, 1965-70", Ontario Psychological Association Quarterly, Vol. XVIII. 2. Summer, 1965.

Ph.D. Graduates in Psychology

Destination	Number	Per cent
Teaching and Research -----	314	76.0
Clinical -----	61	15
Industrial, Counselling and Education -----	38	9
	<hr/> 413	<hr/> 100

According to this survey, 44 per cent of the M.A. graduates will enter directly into the labour force and be absorbed in industry, counselling, education and clinical work. Of the remainder, 48 per cent will pursue further graduate studies while 9 per cent will go directly into teaching or research. The situation among Ph.D's. was different in that most of these professionally-trained people will feed back into the vacancies available as teachers and researchers in Ontario universities or as staff for universities in other provinces. About 24 per cent of the anticipated number of Ph.D. graduates will meet clinical, education, counselling or industry needs.

It appears, then, that the actual proportion of professionally-trained graduate psychologists entering a broadly defined "counselling" role, upon completion of studies, is 45 per cent for M.A. students and only 24 per cent for Ph.D. students.

ENROLMENT IN SOCIOLOGY

The situation in sociology largely reflects the patterns identified in the field of psychology. Many students have entered the ranks of sociology for graduate study with many more expected to do so. Yet graduate sociologists have usually found employment as teachers in colleges and universities (43.3 per cent) and as researchers in industry (22.3 per cent) and government (34.4 per cent).^{*} While direct "counselling" may be involved in such settings, it is certain that the primary emphasis does not focus on this service.

The following table contrasts the full-time and part-time enrolment figures and projections of 13 reporting departments.

^{*} *Employment Outlook for Professional Personnel in Scientific and Technical Fields, 1962-1964*, Economics and Research Branch, Department of Labour, Ottawa, Report No. 13, December, 1962.

Counselling Trends

School	1960-61	1964-65	1970-71
University of British Columbia	12	43	120
University of Alberta (Edmonton)	22	69	109
University of Alberta (Calgary)	0*	10	45
University of Saskatchewan	0*	6	19
Laurentian University	0*	0*	18
University of Western Ontario	0*	0*	46
University of Toronto	15	36	88
York University	0*	0*	47
Carleton University	4	21	65
Sir George William University	0*	0*	15
McGill University	20	45	64
Laval University	33	63	203
Memorial University	0*	0*	15
Total	106	293	854

By the 1970-71 school year, the total full-time and part-time enrolment for sociology will increase by 288 per cent over 1964-65. It is difficult to ascertain the proportion of students who will seek employment as staff workers in the social services field. These numbers are not expected to exceed 10-15 per cent of the total number of graduates, given the current patterns of employment upon graduation, and the tendency to regard sociologists simply as academic or research workers (such patterns have been indicated by university professors in this subject).

Supply and Demand

The study was limited. This precluded a detailed comparative analysis for Ontario of the present and future demand for professionally-trained workers and future resources. The information presented gives a rough idea of the nature of the demand for trained workers in "counselling" and the resources from Canadian universities expected to be made available to meet this challenge. Indubitably, the gap between demand and supply in the near future, especially in social work, will likely grow wider, as

* Ibid.

many observers have pointed out with alarm*. All the facts are not known about the many jobs now open and the trained people to fill them. We do not know exactly what the future figures will be, either. But we do know that there is a real shortage now and that it could become annually more severe in each area of psychiatry, psychology and social work.

Ontario Cannot Meet Its Own Needs For Trained Personnel

The Committee concludes after all deliberations that Ontario cannot meet its own needs for trained social service and welfare workers. This situation is vividly illustrated in social work.

Earlier it was noted that the Committee's sample of Ontario agencies was successful in attracting 475 professionally-trained social workers during 1960-1965. It was further estimated that in the next five-year period, the agencies in this study alone would require 850 more professionally-trained social workers.

A special request was made of Ontario's two graduate schools of social work (the School of Social Welfare, University of Ottawa, and the School of Social Work, University of Toronto), to define the actual number of M.S.W. graduates graduating classes from 1960 to 1965 inclusive. The word came back: Ontario graduated 375 M.S.W. graduates in this period. Because the sample was able to attract approximately 100 more M.S.W. graduates to Ontario agencies than that produced by Ontario in the same period, one deduction is that Ontario agencies have been recruiting graduates from the schools of social work in other provinces and from other countries, to meet their staff needs.

In the last six years, the average annual number of M.S.W. graduates from both schools was slightly over 60. Even if their output was increased by 50 per cent, (90 M.S.W. graduates per year), the total number of students from the graduating classes between 1966-1971 inclusive, would be no more than 550. This means, that the requirements of the reporting agencies will continue to outstrip the supply of Ontario-trained professional social workers, as the summary graph indicates: Plate No. 10, p. 215.

* For expression of this sentiment, see excerpts from submissions to the Select Committee on Youth, under Education, Health, Welfare and the following articles: John S. Morgan, "Staffing the Public Welfare Services" *Canadian Public Administration*, Vol. 3, No. 2, June, 1960; Philip S. Fisher, "A Look at Social Work Training", *Canadian Welfare*, Vol. 40, No. 6, November-December, 1964.

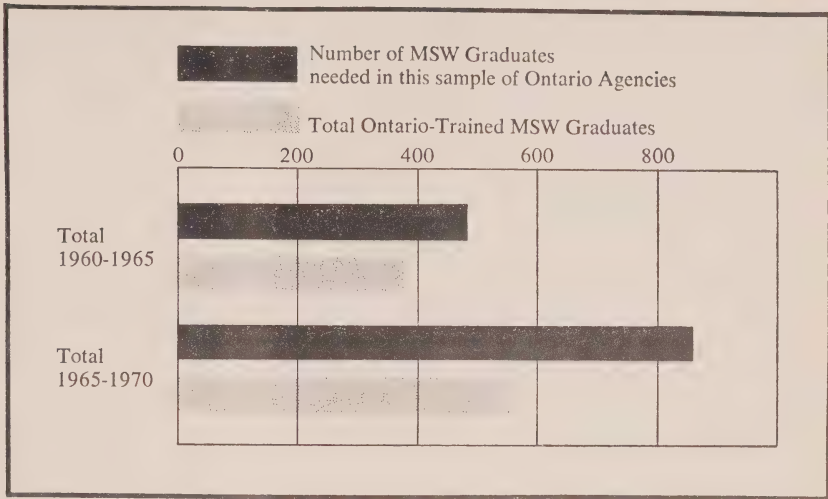


PLATE NO. 10

The discrepancy would be much greater, if the social work manpower needs were known for the whole province, since estimates of the number of Ontario-trained M.S.W. graduates would remain somewhat constant. What does forcibly stand out from this survey is that Ontario **alone** could absorb most of Canadian-trained graduates in the next five-year period.

Salary Comparisons

What are the reasons for this serious shortage of Social Workers? In a recent submission by the Ontario Association of Professional Social Workers to the Ontario Civil Service Commission, a major factor responsible for the small numbers entering social work as a profession was singled out:

“Unless there are major improvements in salaries, there will continue to be a serious problem of recruitment and high turnover of personnel. The economic status of the social work profession must be brought into balance with the extensive requirements in education and heavy responsibilities in practice.”

The brief went on to point out that a survey of job opportunities made by the National Employment Service in 1964 and repeated in 1965, showed that social workers drew the lowest starting salaries of any group

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of graduates holding Master's degrees. A convincing comparison of a few recent job classifications in the Civil Service of Ontario which require educational qualifications either equivalent to or less than those required for Social Workers with an M.S.W. degree, was offered:

Psychometrist II
M.A. in Psychology
\$7,500. — \$9,000.

Biologist II
M.A.
\$7,500. — \$9,000.

Scientist II
M.A.
\$7,500. — \$9,000.

Research Scientist II
M.A.
\$7,500. — \$9,000.

Geologist I
M.A.
\$8,600. — \$11,000.

Social Worker II
M.S.W.
\$6,900. — \$8,200.

Obviously there is a relationship between salaries and the selection of an occupation. Social Workers will continue to be in short supply until the salaries are increased consistent with the salaries of other professions requiring comparable education. Importing foreign professional workers (who have lower standards of living) is not a long-term solution. Upgrading salaries is a much more realistic one.

General Comments

Something must be done quickly and positively about the serious lack of behavioural science workers in Ontario. Perhaps a different concept of the role of these professionals is necessary.

Although not new, the principle of using professional psychiatry, psychology and social workers as consultants has been little used. For example, public health nurses, guidance teachers, teachers, physiotherapists, visiting homemakers, pastors, can do excellent therapeutic work on a co-operative consultation basis with behavioural specialists. This method would help bridge an ever-widening gap in our essential counselling services. It never will be met using the old concept of a one-to-one relationship with the professional caseworker, psychologist and psychiatrist.

Recommendations

The Select Committee recommends that:

189. Comprehensive research be undertaken to assess the manpower needs of this province in the social services (social work, psychiatry, psychology, etc.).
190. A sufficient number of universities throughout the province be encouraged to provide undergraduate degree courses in social work and psychology so that the expected manpower requirements for these special services will be adequately filled.
191. The expansion of existing post-graduate behavioural science courses now available in some universities be undertaken; that such courses should be expanded to other universities in order to meet present critical needs.
192. The Ontario Government underwrite the cost of a post of applied training for psychology in several universities in order to speed up the rate at which students move into this area of education.
193. Universities that presently conduct courses in psychology emphasize clinical aspects of psychology, and be encouraged to recognize the special needs of youth counselling services for trained graduates. Provincial grants to encourage the training of more clinical personnel — psychiatrists, psychologists, and social workers — should be undertaken immediately.
194. With the advent of Colleges of Applied Arts and Technology, technician courses in the social sciences be undertaken with a diploma granted upon completion indicating the degree of competency. Such diplomas would enable such graduates to work in public welfare departments, children's aid societies and other social service fields.
195. With the establishment of an undergraduate degree in social work in the universities, it would be desirable that graduates in the technician courses in social sciences in the Colleges of Applied Arts and Technology be eligible to continue such courses at university on an agreed upon level.
196. Liberal amounts of research funds be made available for work in the clinical, educational, welfare, child care and youth service areas in order to attract more graduates into research work in these areas.

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197. More intensive efforts be made by school guidance teachers and the professions themselves to acquaint secondary school students with the nature of psychiatry, psychology and social work as vocations.
198. There is a need for more guidance personnel in elementary, secondary and post-secondary educational institutions. (Ratio of full-time guidance personnel to students should not exceed 350-500 students per counsellor.) (See Recommendations under Education #27.)
199. School teachers receive more training in the behavioural sciences to equip them to be more competent in detecting children with various types of learning disabilities and behaviour problems. Thus, their ability to refer and confer with professional diagnostic services would be enhanced.
200. Guidance personnel have training in applied basic psychology.
201. More psychologists and social workers be utilized in counselling roles between the home and school and between teachers and pupils as is presently being done to some extent in some urban centres.
202. The salary schedule of professional social workers be adjusted in keeping with the salaries of other comparably trained personnel.

CULTURAL ARTS

Ontario has made several contributions to the cultural arts. In the world of drama, for example, an important breakthrough came with the establishment of the Stratford Shakespearean Festival.

"July 13, 1953, was, as one critic noted, 'the most exciting night in the history of Canadian theatre'. From the first entrance of the noted Sir Alex Guinness in the title role to the ovation after the opening performance of Richard III, the atmosphere was electrifying. By the conclusion of the second production, 'All's Well that Ends Well', the following night, again featuring Sir Alex, Irene Worth and a Company otherwise made up largely of Canadian actors, it was evident that in the small industrial city of Stratford Shakespearean Festival had overnight become a centre of major theatrical importance."*

Thus began one of the most important theatrical ventures in Canadian theatre. Stratford (population 20,000) was basically a farming community, which had not had a professional theatre for almost fifty years. Understandably, much skepticism faced the determined efforts of those Stratford residents dedicated to seeing their project survive. But it did.

Largely as a result of Stratford's success, the Canadian Players Foundation was quickly formed.

"Canadian Players Foundation was formed in 1954, originally as a limited company, becoming a foundation in 1961. Started by Stratford Festival founder, Tom Patterson and actor Douglas Campbell, the Canadian Players gave their first performance on October 5th, 1954 in Ottawa."**

Since 1964, the Canadian Players have launched their most ambitious seasons to date, under the guidance of Marigold Charlesworth and Jean Roberts, Artistic Director and Administrator respectively. This company is based in Toronto and has two English-speaking companies performing six plays during a consecutive thirty-week period at the Central Library Theatre. The 1966-67 season follows the same pattern as last year. Six plays will be presented in repertory at the Cultural Library and the groups will again tour the province.

Another arts medium, the opera, has taken its place in our cultural milieu and its finest expression is seen through the Canadian Opera Com-

* Stratford Festival Story, 1963-1966, Litho'd in Canada by Mirror Press Limited, Stratford, Ontario, p. 3-4.

** Canadian Opera Company, David Palmer, Director of Publicity, May, 1966.

Cultural Arts

pany, which is considered Canada's leading opera group. It has won public and critical acclaim for its annual season of opera in Toronto and its performances across Canada and the United States. Each year, an average of 17 to 21 performances of three to five different operas take place in Toronto, including one or two special performances for students. Early performances were on a semi-professional basis.

Royal Conservatory of Music students and graduates were assisted by professionals.

Another group is the new National Opera Company. It started out with Royal Conservatory of Music students and graduates, aided by professionals. Now it is a wholly professional group and is recognized as a leading contributor to the performing arts in Canada. Opera, with the other performing arts, is providing increased opportunities for talented Canadians in their own country.

Since its formation in 1951, the National Ballet of Canada has risen to a stature where it is now considered one of the great ballet companies of the world.

A creditable and worthy impetus to the cultural arts of this province came with the inception of an Act to Establish The Province of Ontario Council for the Arts (April 26, 1963).

The objects and powers of this Council are indicated under Section 6 of the Act which states:

"It is the function of the council and it has power to promote the study and enjoyment of and the production of works in the arts, and to such end may,

- (a) assist, co-operate with and enlist the aid of organizations whose objects are similar to the objects of the Council;
- (b) provide through appropriate organizations or otherwise for grants, scholarships or loans to persons in Ontario for study or research in the Arts in Ontario or elsewhere or to persons in other provinces or territories of Canada or any other countries for study or research in the Arts in Ontario;
- (c) make awards to persons in Ontario for outstanding accomplishment in the Arts."*

* Legislature of Ontario Debates, Queen's Printer, Toronto, April 26, 1963.

During the first two fiscal years of the Ontario Arts Council's existence a total of \$605,024 was made available to cultural arts organizations throughout the province.

"Basically, the grants are limited to arts organizations that are of non-commercial nature. The obvious reason for this is that it would be grossly unfair to give a grant of public funds to any arts organizations that could make a profit out of artistic productions and then promptly go out of business . . .

"Grants are, therefore, in the main geared to organizations that will use any profits they make to continue and extend their programmes year after year."*

The following list of grants made by the Ontario Arts Council is both interesting and illuminating:

Organization	Date	Amount
Academy Theatre Foundation	June/65	\$ 5,000
Art Institute of Ontario	June/65	16,480
Ballet Imperial of Canada	Sept./65	3,000
Canadian Art Magazine	Sept./65	2,000
Canadian Music Centre	Sept./65	5,000
Canadian Opera Company	June/65	35,000
Canadian Players Foundation	June/65	34,000
Canadian Theatre Centre	June/65	1,000
Canadian Writers' Foundation	June/65	250
Central Ontario Art Association	Sept/65	750
Brantford Symphony	Sept/65	1,500
Deep River Instrumental Music Association	Sept/65	200
East York Community Orchestra	Sept./65	300
Hamilton Philharmonic	Sept./65	4,000
Kingston Symphony	Sept./65	2,500
Kitchener-Waterloo Symphony	Sept./65	2,000
Lakehead Symphony	Sept./65	2,500
London Symphony	Sept./65	3,500
Richmond Hill Symphony	Sept./65	300
Sarnia and Port Huron International Symphony ..	Sept./65	750

* Province of Ontario Council for the Arts — Annual Report, 1964-65, p. 69-71.

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St. Catharines Symphony	Sept./65	3,000
Windsor Symphony	Sept./65	3,500
Community Folk Arts Council	Sept./65	1,500
Crest Theatre Foundation	June/65	10,000
Dominion Drama Festival	June/65	9,000
Dundas Valley School of Art	Jan./66	1,000
Glenhyrst Arts Council	June/65	3,200
Hamilton Art Gallery	Jan./66	2,350
Harlequin Players Foundation	June/65	3,000
Hockley Valley School	June/65	8,000
	Jan./66	10,000
Kawartha Lakes Tourist Association	July/65	1,500
Kitchener-Waterloo Art Gallery	Sept./65	1,500
Lakehead School of Fine Arts	June/65	5,276
	Jan./66	3,500
National Ballet Guild	June/65	50,000
National Ballet School Bursaries	Sept./65	8,500
National Theatre School Bursaries	Sept./65	7,500
National Youth Orchestra	June/65	8,000
New Canadian Theatre	June/65	1,000
Northern Ontario Art Association	June/65	2,000
Ontario Society of Artists	June/65	2,000
Orpheus Choir of Toronto	Sept./65	1,000
Port Credit Art Loan Society	June/65	500
Quetico Conference and Training Centre	June/65	3,000
Royal Canadian College of Organists (Hamilton Centre)	June/65	400
Sault Ste. Marie Allied Arts Council	Sept./65	2,500
St. Catharines and District Arts Council	June/65	6,850
Stratford Shakespearean Festival	June/65	26,500
Studio Theatre	Sept./65	1,500
Tamarack Review	June/65	7,500
Ten Centuries Concerts	June/65	1,000
Thames Theatre Association	June/65	5,000

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Tom Thomson Memorial Art Gallery	June/65	450
Toronto Mendelssohn Choir	Sept./65	1,000
Toronto Symphony Orchestra	June/65	42,500
Toronto Workshop Productions	June/65	960
	Sept./65	9,000
Willistead Art Gallery	June/65	3,500
Dominion Drama Festival Training Program	June/65	25,000
Ontario Craft Foundation	Sept./65	4,900
Ontario Federation of Symphony Orchestras		
Orchestra Study	Oct./65	2,500
Total		\$410,916*

It is worth noting that five out of fifty-eight arts organizations received over fifty per cent of the Ontario Arts Council's grants during the three-year period of the Council's operation. During this period \$1,015,-940.00 was dispersed for all cultural arts purposes.

From the Committee's visits to a large number of Ontario communities it has been reported to them that not nearly enough financial assistance has been received at these grass root levels to meet even basic needs of cultural arts opportunities for young people.

An example of the type of cultural art activity that would seem to be productive and appropriate is described by the following submission from an eastern municipality:

"The Gallery Association of the Agnes Etherington Art Centre is conceived as a bringing-together of a wide cross section of citizens interested in furthering the development of art in the Kingston area in co-operation with the University Art Centre.

"One important aspect of that development is in the area of children's art and a special sub-committee of the Association was recently created for the specific purpose of reviewing existing facilities in the city and of recommending a programme.

"The Committee found the present facilities, outside the school system, to be inadequate with little provision for children of modest means. They felt that there should be much fuller opportunity for all children, irrespective of means, to express their vivid imaginations in many of the art media that can now be made available to

* Province of Ontario Council for the Arts — Annual Report, 1965-66, p. 69-71.

them — paint, clay, wire sculpture — all things children naturally love to work with. They felt their main task should lie in the provision of competent teachers and good facilities and supplies, and in making these within reach of all children.

“ . . . To make such opportunity available to all requires financial help and it is suggested that some provincial aid, perhaps channeled through local government sources, would help to secure this opportunity.”*

The Honourable J. Keiller Mackay, Chairman of the Council for the Arts states:

“A knowledge of the Arts is a noble, vital, permanent element of human life and happiness. A deeper and more profound sense of the importance of an active and constant cultivation of the Arts is an essential condition of real progress.”**

The Committee believes this to be true. It would seem in keeping, however, if a larger share of Ontario Art Council's grants were to be made to such organizations as the Toronto Art Gallery which has recently become the Art Gallery of Ontario, (July 8, 1966) for the purposes of art appreciation throughout Ontario. It has at its disposal a \$4,000,000.00 collection of the world's great art works, but no adequate funds for touring exhibitions or lecturing in the province's outlying areas where the need is great.

The public's interest in art works is considerable. Whenever the Gallery has presented art works in Ontario communities, there has been excellent response. Such interest is necessary to establish good public taste in art, which is still sadly lacking in many Ontario communities. Other smaller, but important, art galleries in the province need financial help if maximum use is to be made of their collections.

It has been gratifying to learn of the activities of the Art Institute of Ontario in collaboration with the Ontario Art Gallery, which, with its director, Mr. Paul Bennett, has visited over one hundred Ontario centres with his “travelling art gallery” of original paintings. More of this kind of programme would appear to be necessary to make any sizeable impact on the province as a whole.

* Brief presented to the Select Committee on Youth by the Gallery Association of the Agnes Etherington Art Centre, Queen's University, Kingston, Ontario, November 16, 1965, p. 2-3.

** Introduction to the Province of Ontario Council for the Arts, by The Honourable J. Keiller Mackay, Chairman, 1963-64.

In music, the Royal Conservatory of Music, which reaches more children in Ontario than any other extra-mural cultural organization (examination candidates alone in Ontario numbered 31,000), receives no funds from the Council of Arts, for either scholarships or bursaries for young music students. This is an area of rich, cultural returns and one which should receive increasing aid to establish music branches in communities that can best serve public needs.

It is worth noting that the Province of Quebec has been subsidizing the cultural arts to the tune of \$2,000,000 in 1964-65 and \$7,800,000 in 1965-66. Its 1966-67 budget for the Cultural Affairs Department being \$11,500,000.*

Music teachers are in short supply in every city, town and village. There are good reasons why we have poor music appreciation and teaching in elementary schools in Ontario. Elementary teachers depend upon local music teachers for their own early musical tuition and this shortage is reflected in our public school system today. Mr. Keith Bissell, Chief Supervisor of Music for Public Schools, Scarborough Board of Education, recently said that: "Most elementary teachers have little or no understanding of the subject, and a large number teach it under duress."

Government has traditionally assisted in developing the arts. In Ontario there is much to be done in attaining wider distribution of the cultural arts skills and appreciation among the young people. It is hoped that perhaps a more unique form of development of the arts throughout the non-urban sections of this province may be undertaken.

If government doesn't accept the leadership to fill our communities' art shortages with real art, it will be filled with inferior art media. Giving large sums of money to a variety of arts organizations may be of real help to these groups, but it will require capable leadership at a government level to obtain the maximum value for the money invested in the cultural arts.

The heavy emphasis placed on youth by the Act to Establish The Province of Ontario Council for the Arts (April 26, 1963) leads the Committee to feel that a Department of Youth of the Provincial Government would be the appropriate department to administer this Act and give the necessary impetus and support to the appointed Council for the Arts.

* General Estimates Province de Quebec.

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Recommendations

The Select Committee recommends that:

203. The Province of Ontario Council for the Arts should be responsible to the Minister of the Department of Youth.
204. The Department of Education take immediate steps to improve the number and quality of elementary school teachers of the cultural arts. More curriculum time should be allocated to the cultural subjects of art and music to give students a better appreciation of these subjects.
205. Increased amounts of money are necessary for the Ontario Council for the Arts to provide fuller opportunities for all young people to participate in, and enjoy, cultural arts activities.

Community Centres for the Arts and Performing Arts

Few Ontario municipalities visited by the Select Committee lay claim to adequate facilities to meet the cultural needs of youth. In most municipalities it would have been impossible to have undertaken a symphony concert, a major play, a ballet, and even less possible, an opera. There are just no art centres or facilities capable of coping with the performing arts on any adequate scale outside of major cities.

Many briefs stressed the need repeatedly not only for good calibre performances by theatre groups, musicians, art exhibitions and lectures, but also for the basic physical facilities necessary to such performances.

Many expensive school buildings could have had adequate auditoriums added to their plans if total community needs had been considered during the school planning stages. It is becoming apparent that the time has come for educational facilities to become part of the "total continuum of education" which includes the cultural arts, recreation and formal education in all its forms for all members of the community.

Recommendations

The Select Committee recommends that:

206. All communities in Ontario that do not have facilities for the performing arts examine their present and future school building programmes with a view of incorporating these much-needed facilities,

(auditorium complete with staging accommodation, recreation needs, for example) within their educational building projects present and future.

207. Where a community is capable of supporting an arts centre of a multi-purpose type, a matching grant should be made by the Provincial Government upon the recommendation of a Department of Youth.

Visual Arts

Exposure to art is a basic requirement in catching the interest of not only the potential artist, but the future connoisseur, the intelligent viewer and art devotee critic and collector. The paintings and sculpture seen by a young person will influence, good or bad, his degree of art appreciation as an adult. Because of this, every effort should be made to incorporate as part of every child's education, an opportunity to see and learn about great works of art. In Ontario there are many fine works of art that are seen by too few people.

The Committee believes large art galleries must be assisted by provincial funds in providing regular exhibitions of original art works for children and adults in all communities as part of a cultural spectrum that has continuity, balance, and instruction by means of art lectures. Touring exhibits sponsored by the major galleries of Ontario, particularly the Art Gallery of Ontario, would improve the public attitude to fine art and expand the art horizons of our young people. A field-worker system associated with the galleries would keep each provincial region informed of international art activities and act as a liaison with art organizations and educators. This would be similar to the National Gallery Liaison Officers who cover most of Canada, but not Ontario.

Those organizations now undertaking practical courses in art for young people should receive provincial support in the form of artist-teacher salaries and art supplies.

The Community Programmes Branch of the Department of Education is to be commended for its co-operative role in assisting many municipalities of Ontario in promoting the cultural arts. These services require expansion in almost all areas of the province.

Cultural Arts

Recommendations

The Select Committee recommends that:

208. The Ontario Government financially support a programme of art gallery tours under the auspices of the Art Gallery of Ontario similar to those of the Ontario Art Institute only on a larger scale. Such support should undertake to pay field workers, who could be compared with the National Gallery Liaison Officers who do not come into Ontario. Each field worker could be allocated to a specific area, particularly those sections of northern Ontario that are far from art galleries and need closer contact with the art world through planned art programmes. The field workers should visit not only art centres, but all local elementary and secondary schools, both to exhibit paintings and to lecture on art of all kinds. This should be supported by art slide collections with complete cataloguing for use by teachers and art groups.
209. Additional money be made available to the Community Programmes Branch to more adequately meet community needs in cultural arts programmes.

Music

Music is a very broad term. It covers every sound from any device that can convey a musical tone; from the human voice to the shrillest piccolo of the wood-winds and all instruments in between. Because music is possible in so many diverse forms, it is important that everyone have the opportunity to hear what is best of the world's great music and learn to appreciate the beauty of all music mediums, from orchestras and choir groups to instrumental groups and solo performances.

From a study of briefs from all parts of the province, it is obvious that there is no lack of talent among young people, many of whom want to learn music in almost any form. Some of the problems now preventing this revolve around the following:

- a) lack of funds for personal instruction.
- b) lack of teachers, particularly in diversified musical instruments (violins, cellos, wood-wind instruments, brass instruments, particularly French Horn, trombones).
- c) lack of places to practice.

- d) lack of opportunity to hear great music (live) due, in most cases in the province, to inadequate performing facilities — auditoriums, music halls, staging.
- e) lack of a music tradition in many places.
- f) inferior grade teaching of music in elementary schools and in many high schools.

Fitting these needs requires organized assistance from public funds and province-wide musical instruction of good standard. Itinerant instructors are not new in this province, but no well-organized plan of any magnitude has been undertaken geared to the needs of rural communities in music and the visual arts.

In the area of recreation, strong efforts have been made to bring some basic services to many Ontario areas. But to date no such effort has been undertaken to cover the province's communities musically.

A co-ordinated effort by the province's music schools, some of which are associated with universities, could provide an organized itinerant corps of music instructors and bring good instruction to local community groups. This in turn would stimulate higher efficiency and interest of young players (especially in outlying districts) who now have little or no access to any variety or quality of professional teachers. Grants should also be made available to approved Schools of Music for scholarship purposes to encourage talented young students.

One suggestion is the provision of reasonably-priced residential camp sites. These could be used by musical groups wishing to combine musical training with outdoor recreation during the summer time. They would promote good musical talent and help the advancement of the cultural arts within the province. Some musical groups are using camp sites when other groups are not using them, but this "catch-as-catch-can", arrangement is inadequate to meet the needs of the numerous musical groups (bands, drum corps, orchestral and choral groups) from many parts of Ontario. Regional camps throughout the province would assist the musical efforts of young people.

Recommendations

The Select Committee recommends that:

- 210. An integrated plan of diversified music instruction on an itinerant basis for the Province of Ontario be sponsored by the co-ordinated

Cultural Arts

efforts of its major musical conservatories, financially supported by Provincial Government grants.

211. Local youth agency councils assist in originating a programme for young people who want musical instruction in their communities and arrange for the use of itinerant music teachers for them.
212. Music camps be included in an expanded Department of Lands and Forests' planned camp sites programme. Camps in strategic sections of the province should be made available to musical organizations prepared to give musical instruction in a summer camp setting, at a nominal charge.
213. Grants should be made to approved schools and conservatories of music for scholarships to encourage talented students.

Mass Media

Motion pictures, radio and television have added an impact far more forceful than any preceding means of mass communication.

With the advent of each of these great communication inventions, has come great advantages to mankind in the form of education, entertainment and a tremendous acceleration of the speed of news service.

The impact of recent mass media has presented society with some major problems, notably:

- a) the influence that can be exerted on the population to follow the wishes of those who control mass media, (advertising is an obvious example and can be assessed by the millions of dollars spent on this form of selling)
- b) habits and customs, good or bad, are frequently instituted and set by mass media
- c) cultural levels of society are probably governed more by mass media than by educational institutions
- d) many governments rise and fall as the result of the effective or ineffective use of mass media.

The residual problem that arises out of mass-type communication is inevitably the amount of control exercised over it and the reasons behind such control. Censorship is a form of control, so is monopoly. Either can be good or bad depending upon the results.

Censorship is bad if it can be shown to limit freedom of speech or be an infringement of individual liberty. Monopoly may be good for some businesses, but bad if it limits free enterprise or induces unfair trade practices.

The foregoing submissions from organizations in Ontario indicate some of the concern that is felt regarding the role and control of mass media in our free society. The following comments of a C.B.C. executive is revealing in this regard:

"In this mass-communication-conscious age, it is understandable that the apprehension generated by our ambiguous moral climate should be channeled into an alarmed concern over the influence of mass media — and more particularly of television.

" . . . More than one social observer has pointed to the dangerous habit we at times have of projecting our guilt and frustration upon some specific trait in our culture and making of it a scapegoat for our inability to uphold values which we daily sacrifice on the altar of the 'necessity to survive the pressures of contemporary society'. Certainly something of this nature has happened with television.

"Secretly aware that our codes of values are not practised as we would like them to be, we divert ourselves by waging war against external forces which we have somehow convinced ourselves are unrelated to our own way of life. Fortunately, this sort of self-deception cannot be sustained for long. The mass media do not operate in a vacuum. They bear a direct relationship to the values of the society whose interests they serve — for otherwise they could not survive in a democratic system. Once we have come to this realization, a confrontation with the television screen becomes a moment of truth; it is an opportunity to view an indirect, and often direct, commentary on our way of life objectively and to face the bitter fact that much of what is revealed reflects little of the cherished ideals we would like our children to preserve."*

Television, radio and films have been a boon to the cultural arts. For many of our population the first introduction to the symphony, good music, ballet, drama and musical arts has come through these mediums. The finest music in the world is available by merely turning a knob, or pushing a button.

* Address delivered by Dr. F. B. Rainsberry, Supervisor of School Broadcasts and Youth Programming, Canadian Broadcasting Corporation, Toronto, Ontario, January, 1965.

Great concern has centred around these important communication devices in recent years. Concern with the great variation in programme quality that exists every hour of the day for our young viewers. North America has the finest mass media entertainment, educational and cultural fare in the world. Despite this, we have much sleazy, vacuous, infantile sludge which adversely reflects on all mediums discussed. The challenge that faces those who would lead youth to seek acceptable cultural, educational and recreational standards of excellence through mass media communication is the creation of an attitude among youth and adults that, it is "the thing to do". An identification with excellence of ability and workmanship in all areas of the cultural arts.

No young Canadian need be told where the "finest hockey is played", where the "finest track stars may be seen", or what the greatest "football classic" in the country is, and what is more important they want to be in attendance at these events. This type of appreciation, understanding and desire must underlie the cultural concepts held by youth.

The Select Committee has examined alleged salacious literature that is presently being sold on the news-stands throughout the province, and that is easily available to young people. In spite of this pornographic, erotic material, heavily emphasizing as it does in words and pictures, the sex component of life, the Committee feels that the answer does not lie in censorship. Rather a more positive approach must be found that encourages the reading public, particularly the young, to make choices that are appropriate to higher moral standards and behaviour. As in the selectivity of the cultural arts a tremendous range exists in the quality of cultural activity of the drama, music, and other art forms. To attempt to legislate against poorer art forms will hardly determine the tastes of society. Rather a comparison of the habits and the degree of exposure to fine things including art forms and reading will in the end be the determining factors as to what young people will really want to identify themselves.

There seems to be too little done to accentuate the positive elements of these powerful influences on the public mind. A well-planned, long-term programme of promoting the cultural arts through mass media would have every reason to be successful as it has in selling many other products of infinitely lesser value.

Recommendations

The Select Committee recommends that:

214. Research on Canadian mass media be undertaken to assess the effects on various-age viewers, special groups, such as delinquents, mental patients, immigrant youth and institutionalized persons of all types.
215. Every effort be made to focus the attention of youth on the accomplishments of our nation's artists, musicians, actors and writers so that they may appreciate desirable cultural achievements and in so doing enjoy a richer, more satisfying life.
216. The Ontario Arts Council take the initiative in offering substantial cash awards to Ontario writers, playwrights, musicians, artists in all major art forms, for creativity in their special fields. For example, an annual award should be made for the finest Ontario short story, novel, poem and play created by a professional, or an open class and by non-professional (novice or amateur), thus including in a similar manner awards to each of the cultural areas referred to above.
217. The Committee endorses the provincial submission to the Board of Broadcast Governors in respect to the premise that the further use of ultra-high frequency channels must be largely in the areas of education.

PHYSICAL FITNESS

The focus of physical fitness is the total human person. It involves all the human faculties — senses, intellect, will, instinct and physique. It involves a philosophy about the well-being of the body and mind as well as demonstrable activity, whether it be in organized sports programmes or informally-organized leisure time activities of a recreational nature, such as camping, swimming, hiking, skating.

A definition of physical fitness that meets the diversified areas of this subject is that this condition, "is a quality of the human being which contributes to improved health, zest for living and work out-put".*

Such a condition can only be developed, we are told, through physical activity. Ideally, the object of people then should be to maintain throughout life the necessary exercise which makes demands on general muscular strength and stamina.

After studying the many physical fitness briefs submitted, the Committee is convinced that since it is impossible to achieve physical fitness without good health, our schools should:

- (1) continue to emphasize and improve school health programmes by close collaboration with medical research,
- (2) provide basic instruction in vigorous activities with opportunities for participation by every student regardless of age, sex, or physical ability.

While such efforts are school centred, they must be strongly supported by other community agencies, such as local health services, and those provided by the family physician and dentist. School and neighbourhood co-operation is basic to the success of any fitness programmes.

Recreation — our voluntary, satisfying, constructive use of leisure time — invigorates the mind and body, restores vitality and helps to attain a proper balance of fitness qualities. It can make a conspicuous contribution to physical fitness by providing avenues of participation in interesting, vigorous physical activities.

In most communities visited by the Committee, it was noted that various organizations and agencies conducted recreation programmes or provided certain facilities for this purpose. Seldom, however, were these groups co-ordinated into an organized community plan of action. As a

* Ontario Physical Fitness Study Committee, Toronto, p. 6.

result, the community potentials for providing good recreation programmes with physical fitness opportunities have not been realized. Here, school boards, recreation associations and youth agency councils have a responsibility to work closely together to make efficient and effective use of their resources.

Many submissions to the Committee indicated other aspects of physical fitness, which, by their very nature, overlap education, health, recreation and sports. Consequently, the following information will be identified under a limited number of categories as a special adjunct to the terms of this report.

Physical Education

Doctors and physical educators agree that the period during which the greatest physical development takes place is between the ages of seven and sixteen years. Not surprisingly, physical and health education is a compulsory part of the curriculum at all levels of school within this age span.

Participation in physical education is required throughout the elementary grades and only until the end of grade 12 in high school. The Department of Education **suggests** the following times be allotted to this subject:

Grades 1 - 3	20 minutes daily
Grades 4 - 6	30 minutes daily
Grades 7 - 10	Three 40-minute periods per week
Grades 11 - 12	Three 40-minute periods per week
Grade 13	Optional

Unfortunately, the actual time allotted to physical education in school rarely approaches this programme. Also the justification for physical education being made optional in Grade 13 is questionable. The Committee was often told that the present time allotment is minimal and should be at least 120 minutes a week from grades 7 to 13 and that the term **optional** for grade 13 be changed to **compulsory**.

There are large gaps in sports programmes at the elementary level and little or no connection or carry-over into the secondary school programmes. For girls, the programmes lack content and variety due to the lack of properly-trained staff. Little or no effort is made to achieve full

Physical Fitness

participation in the existing activities. Such programmes should be at least to the level of the individual's capacity.

All too frequently individual sports, (which are most likely to be pursued after a student leaves school) are under-rated in the physical education programme, and sometimes, do not rate any place at all. The major emphasis is on body contact team sports of hockey, football, baseball, which are seldom indulged in by the majority of students when they leave school. This approach to physical education in school isn't good enough. Certainly it is not helping the physical fitness side of our future citizens. A well-planned and maintained physical education programme should normally provide challenges to every school student for years to come.

The findings of the Committee indicates the need for the development of maximum participation of girls and boys in an individualized sports programme to attain better physical fitness for Ontario students.

Personnel and Facilities

Regarding the serious problem of unqualified teachers, every avenue of refresher, summer, extension and workshop courses must be considered that will produce more and better qualified physical education teachers in elementary schools. Reliable submissions showed that a substantial staff increase of the Physical and Health Education Branch of the Department of Education will be necessary to enable it to perform its important role in leadership, inspection and supervision of school physical education programmes.

What is needed to implement a broader and more effective programme of physical education at all levels of elementary and secondary schools? More teaching areas, including gymnasiums and play areas and more specialized personnel throughout the public school system and many secondary schools. A converted classroom is quite inadequate for a really effective physical education programme.

Another important fact came to the Committee's attention — Physical Training classes are too large to allow proper individual instruction. This is very necessary to develop personal skills, either in team or individual sports. Add to this, shortened class periods, and the situation precludes desirable atmosphere or attitudes towards good physique and equally good physical fitness habits, both of which should endure long after school leaving.

Low-ability groups should receive a corresponding amount of time necessary to accomplish the same objectives as for other children. Many of these young people dread having to compete with better co-ordinated classmates. When they do, serious blocks can develop which hinders their participation in physical sports for the rest of their lives. They need more individual time spent with them; time used to encourage their perhaps latent athletic capabilities and interests. A variety of programmes within the class itself is necessary to achieve the physical fitness of these individuals.

Health Education

Some form of health education is given as part of the regular curriculum in most Ontario schools. Despite the flexible scope and depth of health education coverage and the amount of time allocated, physical fitness seems to rate a rather low priority. Why? Largely it is the result of a lack of co-ordination and co-operation among those agencies responsible for physical fitness programmes. Another factor is the dearth of agreement about the contribution expected from schools, health units, recreation and sports organizations in physical fitness matters.

The connection between education and physical fitness shows up clearly in the many submissions recommending curriculum changes in the elementary and secondary school programme. While this topic was dealt with directly in the **Education** section of this report, under "Curriculum Change", it will help to reiterate certain areas relating to physical fitness.

The impressions created from listening to briefs submitted by young people representing high school student councils, Hi-Y groups and others were that present day school curriculums are replete with "old-fashioned" material, in subjects that should prepare one for life situations, such as family living and health habits. Classes, some student groups claimed, are Victorian in material and methods of presentation, especially regarding drinking, smoking, sex and venereal disease. Some young people felt that these subjects should be taught to mixed classes so that they could express their opinions and problems in an open, academic manner.

Altogether it seemed apparent that a positive approach to courses aimed at preparing young people for the world at large and for family life should be undertaken in the elementary and secondary schools. Equally positive — that such an approach is long overdue.

Physical Fitness

These subjects are closely related to physical fitness. Teachers, of necessity, must have more courses containing these controversial topics at the university level to prepare them for the task of teaching this type of material.

The above and many more documented recommendations regarding health education, highlight the fact that a total physical fitness programme also embodies health education programmes. And these must emphasize sex and family education, dental care, mental health, safe driving and the specific dangers of cigarette smoking, venereal disease and alcohol or drug addiction.

Physical Fitness Testing

The Committee was informed that in addition to the physical education programme and health education courses already provided for Ontario students, a more comprehensive physical fitness testing programme should be a responsibility of the schools (elementary, secondary and university). Periodic physical check-ups should be made of all students in the areas of eyes, ears, throat, lungs, heart and teeth. Definite resulting action should then be taken either by a family physician or public health doctors.

Physical Fitness Leadership Development

Programmes to develop physical fitness leadership are often inseparable from those designed to prepare leaders in physical education, recreation and sports.

It would be appropriate that a provincial scheme be set up through a Department of Youth for the training of coaches by means of:

- (a) travelling teams to conduct coaching clinics throughout the province,
- (b) regional short courses in coaching,
- (c) the setting of standards of proficiency and certification at the provincial level of coaches in all sports activities.*

Submissions from the Ontario Physical Fitness Study Committee and the Ontario Camping Association have pointed out the advantages of leadership training courses, such as those conducted by the Department of Education at Lake Couchiching and Bark Lake. The Committee con-

* Physical Fitness Study Brief (Toronto).

curs and believes that these should be expanded to include candidates outside the school population and should be year-round. The need for more such leadership centres in other areas of Ontario (especially in the northern, eastern and south-western sections) was recognized by many different organizations.

In the area of training camp counsellors, such facilities would be most productive if used in June of each year for advanced training in the 18 to 25 year old age groups. Additional winter training supervised by the Ontario Camping Association would produce much-needed leaders for more than just camp counsellors. Leadership training of youth leaders (for camping, scouting, Y.M.C.A., Y.W.C.A., athletic coaching) has tremendous potential for leadership in other areas and such efforts merit provincial subsidization.

A great need also exists for more coaches and sports officials' clinics to service youth physical activities. The clinics must be conducted by professionally-trained instructors, under the jurisdiction of a Youth Department. Successful participants could conduct further clinics at their own local level, thereby extending the effectiveness of the original courses many times. Some form of reimbursement for these local instructors should be considered at both provincial and local community levels.

One organization has pointed out the need for a provincial leadership institute to be established near Toronto as a training centre for professionals, executives and board members in recreation agencies, community groups. Its major functions would be: (a) training (b) research (c) standards.*

Community Physical Fitness Programmes

The concept of the community or neighbourhood school, using the school as the neighbourhood community centre, has been discussed elsewhere in this report (Education and Recreation terms of reference). It has great significance when used to develop physical fitness programmes for whole neighbourhoods within the community. The school would serve as the focal point for many community activities including physical fitness. This would be done through the joint use of school buildings and facilities by both Department of Education teachers during the school

* Submission to the Select Committee on Youth by the Ontario Recreation Association, p. 6-7.

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hours, and recreation staff after hours and holiday periods. The idea has great merit.

The public school is a common denominator of our society, representing all classes, creeds and colours and is a large capital investment by the community. Geographically, the school is situated to be readily accessible to every person in that school area. Therefore, the school is ideally-suited for promoting physical fitness programmes as well as recreation and cultural activities on a neighbourhood basis. Only at the local level can the maximum participation of all the people of all ages be assured.

Co-operative planning between recreation departments, boards of education and other organizations having facilities to undertake programmes for people not associated with school activities, can forge the link so essential to total community participation in an all-out physical fitness programme. By means of regional youth agency councils the particular needs of each community can be identified and an appropriate programme created. A Provincial Department of Youth should have close liaison with such councils, and provide advisory and financial support where such is required.

Making schools available for community centres of activity would permit an adequate and appropriate use of community resources for physical fitness programmes and be more efficient than building expensive new centres. Such savings would permit a greater allotment of funds for use in better staffing and equipping of the schools used for after-hour community programmes.*

What is required is a better liaison between recreation personnel, local youth organizations and school staff. This should be combined with a complete programme of after-school recreational activities for those of all ages of neighbourhood youth and their families, with special emphasis on physical fitness.

Federal and Provincial Fitness Grants

As has been outlined in other sections of this report, physical fitness grants arranged by Federal-Provincial Agreement (Department of Education) have never been fully taken up by this province.** There is great

* Extracted from the Brief of the Catholic Parent-Teacher Association, Ottawa.

** See Sports team of reference, p. 145.

need throughout Ontario for financial assistance to be given to worthy sports organizations and for the encouragement of community sports clubs. Such assistance could encourage a higher degree of physical fitness for more Ontario youth.

True, the province has given moneys for some of these purposes, but there is still great need for greater coverage in these areas. A Department of Youth would seem most appropriate to dispense such grants. The present Athletic Commission, which grants limited athletic equipment to various sports organizations, would more appropriately, we believe, function under a Department of Youth.

Why is this? Because the Department of Labour (which is responsible for the Athletic Commission) does not have any real overall responsibility for the welfare of youth or the physical fitness and recreational needs of our citizens. A Department of Youth would have a primary interest in these areas and could be expected to expand, on the basis of assessment, the sports equipment needs of the many non-profit organizations that ask for help.

The close relationship that should exist between such a department and community youth agency councils, also discussed in other sections of this report, should insure a more adequate distribution of provincial disbursements of sports equipment and be included in the total amelioration of community needs as these needs affect youth.

Research

There are many unanswered questions about physical fitness which require scholarly research. For example, the degrees of body efficiency at various levels of physical fitness is really not known, and should be thoroughly investigated to better assess the medical implications of physical well-being. A number of submissions have identified some of these areas. The following excerpts indicate the need for more extensive investigation into some special areas of physical fitness.

A senior official of the Provincial Department of Health made this observation:

"To date no uniform standard for objective testing of physical testing of physical fitness has been established. Therefore, it is recommended that a comprehensive research project be undertaken to establish a Canadian standard for assessment of the physical fitness of youth."
(P. 15 of its Brief)

Physical Fitness

The Ontario Physical Fitness Study Committee urged that:

“ the universities should be given financial support for research into physical fitness carried on in close collaboration with the medical research in allied fields.” (P. 10 of its Brief)

Furthering this, the Ontario Medical Association, Toronto, says:

“The O.M.A. has been concerned in the evaluation of the relationship of physical fitness and disease. We have been instrumental in encouraging research in this field, specifically in the relationship of physical fitness to coronary artery disease. While the research is far from complete, we are hopeful that it will lead us to some useful results. Much time and money in research is required in this area.” (P. 8 of its Brief)

Summary

With the North American idealism of youth being closely identified with the affluent society symbols of wealth, status and higher education, it is understandable that there is little real concern shown by the nation's youth regarding physical fitness.

Physical fitness is not related to wealth, status or higher education in any real sense, but it is intrinsically bound up with the art of living effectively — obtaining the most satisfaction out of life that one's body, mind and spirit can provide. An under-developed body cannot but take away from the body's capacity to provide enjoyment, zest, enthusiasm and exuberance while performing the normal life activities of work and play. Only through regular, healthy, interesting exercise can body efficiency be maintained. Only through a good level of body efficiency can a person function physically and mentally at a maximum enjoyable level on a continuing basis.

It's been said that the oil of body machinery is exercise. No machinery can run for any length of time without oil. Medical scientists tell us that many people are going to early graves because of failure to appreciate the values of physical fitness.

As has been mentioned earlier, there are other ways of detracting from physical fitness. Cigarette smoking, alcohol, poor nutrition, inadequate rest, poor dental and medical care, all contribute to the softening process of our citizens. A broad policy of physical fitness should be established by a Department of Youth embracing an imaginative pro-

gramme aimed at enhancing the physical well-being of our young people and undertaken by such a Department.

Recommendations

The Select Committee recommends that:

218. A Department of Youth formulate a comprehensive physical fitness policy and programme for the province's youth. Such a policy should include programmes dealing with health, education, dental care, safe driving, dangers of cigarette smoking, venereal disease, and alcohol or drug addiction, as well as recreationally-oriented sports and physical activities.
219. A Department of Youth work in close co-operation with the Departments of Education and Health in working out such programmes.
220. More leadership training centres be established in different areas throughout the province and operated on a year-round basis (Northern, Eastern, and South-Western Ontario). Such courses should be expanded to include persons outside the school population. (See Recommendation under Recreation, # 112 and # 113.)
221. Community physical fitness programmes should begin in the neighbourhood schools with the combined assistance of recreational and school teaching personnel. (See Recommendations under Recreation # 121.)
222. Present physical fitness grants be administered by a Department of Youth, in an expanded programme of leadership training and financial support to those sports organizations whose objectives promote physical fitness of youth. All disbursements of athletic equipment should be made through a division of a Department of Youth.
223. Regular physical check-ups be made of all elementary, secondary and university students — especially their eyes, ears, throat, heart, lungs and teeth.
224. Research projects be stimulated and financially assisted by a Department of Youth in the area of physical fitness. For example, determining standards of physical fitness, the relationship between physical fitness and disease, medical implications of reduced physical fitness to body and mental functioning and others.

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225. Physical education teachers in elementary schools be encouraged to upgrade their qualifications through special physical training, summer, extension and workshop courses.
226. There should be a minimum of at least 120 minutes a week of physical education taught each week from grades 7 to 12. All secondary schools should make available physical education courses for Grade 13 students and every effort be made to encourage students to participate in these courses. Physical training courses throughout secondary schools should concentrate on the carry-over sports activities that will assist students to maintain good physical condition long after school leaving age.
227. Every elementary and secondary school, planned by boards of education in the Province of Ontario, provide for gymnasiums and play areas. Such facilities should be planned in co-operation with specialized recreational personnel to co-ordinate, not only physical education in the school system, but physical fitness and recreation programmes in the community.

DELINQUENCY

Since time began, human acquisitiveness, aggressiveness, sexuality and selfishness have existed, and will continue to exist. These are not abnormal characteristics in themselves, and are among the earliest normal characteristics displayed by normal children. The most common cause of crime is uninhibited selfishness, by which is meant conduct condemned by law-abiding citizens. "‘I want, therefore I take’, is a fair summing up of the mental attitude of many offenders who, judged by any reasonable standards, suffer from no abnormality but are simply and frankly amoral or asocial and indifferent to the rights of others."*

Crime or delinquency is sometimes called a disease, but there is little support for such a contention. If a mischievous child breaks the glass panes in a greenhouse is he suffering from a rare disease? Interestingly, such an act can be construed as a delinquency if the boy is charged and convicted in court. If, however, the greenhouse belongs to his father he will not likely be considered a delinquent in the legal sense (which after all is the only official criterion). Delinquency then, is a condition defined by law, not by the medical profession.

This study does not attempt to assess the effects of environmental conditions or natural endowment of the delinquent, important as those factors are in their relationship to delinquent behaviour. Why? Because many learned theses and studies have been devoted to prediction and causative factors of delinquency based on extensive research which would be well beyond the purview of this report. Secondly, the real concerns of the Committee were the effects delinquent behaviour has on our society, what happens to delinquents, and the means and resources available to this province's youth in the area of delinquency prevention. The latter is a most important consideration at this time because of the almost complete lack of any systematic approach by police, educationists, social agencies and the public at large, to this problem. Police enforcement agencies contacted by the Committee, with few exceptions, have inadequate delinquency prevention programmes. Police training courses are strangely lacking in juvenile content compared with adult content — even when the trainees are to be selected for special police departments dealing exclusively with youth.

* *The Magistrate and the Psychiatrist*, Frank I. Powell, (Police Magistrate, Clarks-
well, England) an article included in the late Sir Norwood Easts Book "*The Roots
of Crime*", London, Butterworth Co., 1954, P. 149.

Delinquency

School courses seldom teach students their relationship to, and responsibilities before the law. Also, few social agencies and youth organizations work out co-ordinated prevention programmes with police and school authorities.

Some education and police groups are making sporadic efforts in "safety and prevention" programmes related to young people's bicycle and automobile driving and pedestrian roles. Some other agencies undertake "detached worker" and supervised recreational programmes. Commendable in themselves, such programmes are not sufficiently related to delinquency prevention, police efforts, and family counselling assistance to counter the fast growing delinquency rates in large urban centres.

The following reports on "Delinquency", prepared by the Judicial Section of the Dominion Bureau of Statistics, only include statistics on cases brought before the courts and dealt with formally. Youth (presenting conduct problems, who either were not brought to court or were dealt with by the police, social agencies, schools, or youth-serving agencies, without referral to court) were not included in these statistics. The upward trends indicated in the tables are very sobering. They prove, beyond doubt, that there is no time left to relax in our efforts to combat delinquency.

Table "A" presents a profile of youth under 16 years of age who were found delinquent before the courts.

Table "A"
Juvenile Delinquency In Ontario, 1962, 1963 and 1964*

	1962		1963		1964	
Appeared before Court	Boys	Girls	Boys	Girls	Boys	Girls
Found Delinquent	7,652	1,163	8,513	1,300	9,024	1,398
Delinquent Youth by Age Groups:						
15	2,072	387	2,279	438	2,424	447
14	1,650	328	1,691	318	1,805	341
13	1,020	154	1,119	191	1,337	220
12	701	89	799	80	928	100
11	484	22	581	34	620	45
under 11	644	29	845	34	886	63
Not stated	16	1	34	8	45	10
TOTAL	6,637	1,010	7,348	1,103	8,045	1,226

* Juvenile Delinquents — 1962, 1963, 1964, Health & Welfare Division, Judicial Section, Dominion Bureau of Statistics, 1964, 1965, 1966.

The preceeding table indicates (a) a rate of increase in juvenile delinquency in the order of approximately 10 per cent per year in Ontario, (b) delinquency among teenage girls is rising at a more rapid rate than the overall average — approximately 13 per cent, (c) a very high rate of increase in delinquent behaviour is noted among children under 12 years of age varying from as high as 38 per cent for girls in a single year to 24 per cent among boys.

Table "B"

Persons Convicted Aged 16-24 In Ontario, 1962, 1963 and 1964*

	Youthful Offenders			All Ages
	16-17	18-19	20-24	
1962				
Male	1,908	1,857	2,743	12,495
Female	109	120	214	1,272
TOTAL	2,017	1,977	2,957	13,767
	(14.7%)**	(14.4%)**	(21.2%)**	
1963				
Male	2,372	1,991	2,748	13,315
Female	166	152	260	1,470
TOTAL	2,538	2,143	3,008	14,785
	(17.2%)**	(14.5%)**	(21.0%)**	
1964				
Male	2,371	1,781	2,634	12,396
Female	167	152	283	1,667
TOTAL	2,538	1,933	2,917	14,063
	(18.0%)**	(13.7%)**	(20.8%)**	

It has been impossible to determine exactly the incidence of acts by juveniles who, (if apprehended and convicted in a juvenile court) would be declared delinquents. Informed sources believe that half of all such acts go undetected and unacted upon.

* Statistics of Criminal and Other Offences — 1962, 1963, 1964, Health & Welfare Division. Judicial Section, Dominion Bureau of Statistics, 1964, 1965, 1966,

** Per cent of all convictions.

Juvenile Delinquency in Ontario 1962, 1963, 1964

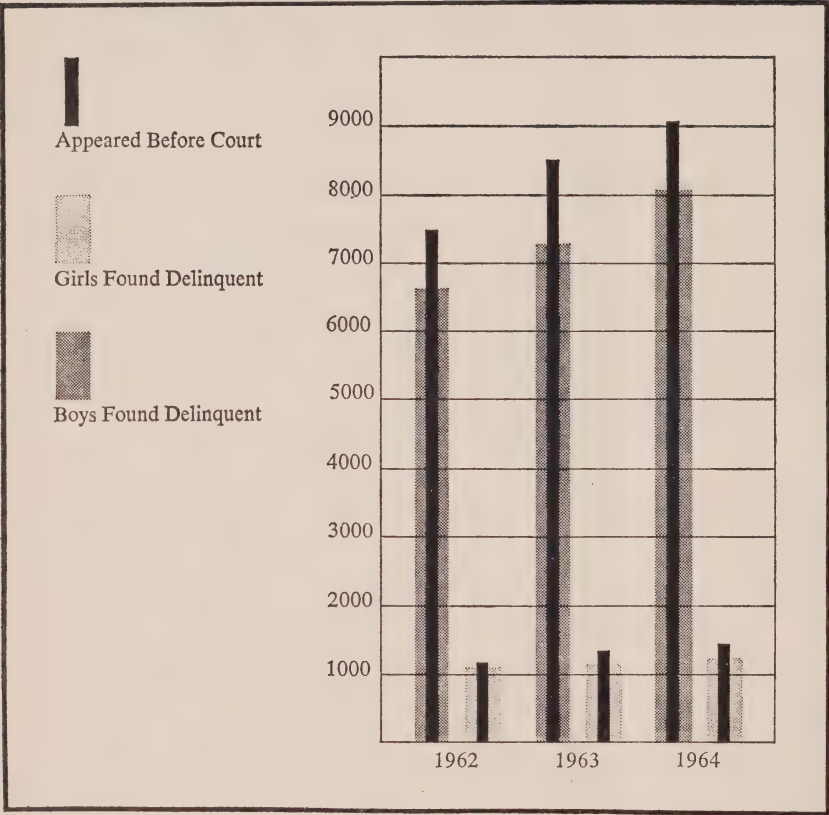


PLATE NO. 11

The available information on the number of juveniles committing offences for which records are kept, reveal some interesting trends. Consider the data from the province's largest city, compiled from annual reports of the Youth Bureau of the Metropolitan Toronto Police Department.

Table "C"*

	1961	1962	1963	1964	1965
Number of Juveniles interviewed for Violation of the Juvenile Delinquents Act	4,805	6,314	7,099	7,919	9,537
Total Number of Offences ..	7,095	8,510	9,763	10,335	11,867
Juveniles Referred to Juvenile Court	3,235	3,738	3,999	4,110	3,750

**Age Groups of Juveniles
Committing Offences**

Under 8 years	74	103	147	143	156
8 years	124	162	220	263	287
9 years	217	288	339	386	472
10 years	280	395	494	554	622
11 years	358	540	626	630	783
12 years	512	620	769	953	1,156
13 years	828	999	1,105	1,382	1,601
14 years	1,238	1,491	1,573	1,651	2,083
15 years	1,174	1,716	1,826	1,957	2,377

These figures show there is a steady upward spiral in juvenile delinquency in Toronto. Nothing in the Dominion Bureau of Statistics' information indicates that this trend is unique, but rather it has been borne out by similar trends in other centres.

* Annual Reports of the Metropolitan Toronto Police Department, Youth Bureau, 1965, and submission from the Metropolitan Toronto Police Department to the Select Committee on Youth, June 28, 1965.

Training Schools And Provincial Adult Institutions

The services of the Department of Reform Institutions, include children below the age of 16 years and youth above this age. Those institutions and facilities serving these groups can be divided as follows:

1. **Training Schools**, serving populations up to 18 years of age, but not more than 16 upon admission (6 boys and 4 girls institutions).

Boys

Hagersville (under 12)

Cobourg (under 14)

Bowmanville (under 16)

Simcoe (academic)

St. John's (under 16)
— R.C.

St. Joseph's (under 16)
— R.C.

Girls

Port Bolster (under 13)

Galt (under 16)

Lindsay (academic vocational)

St. Mary's (under 16) — R.C.

2. **Adult Institutions**, serving populations from 16 years of age and over. (17 institutions excluding district jails.)
3. **After-Care Section**, serving the rehabilitation needs of juveniles from training schools and adults released from adult institutions.

The following tables show the admission and population for **Training Schools** and admission figures for **Adult Institutions** for each of the last published records (1960-1964).

Table "D"
Training Schools*

Year	Admissions (1)			Population as of March 31st			On Placement (3)		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
1960	603	275	878	858	323	1,181	1,073	304	1,377
1961	680	430	1,110	868	380	1,240	1,158	284	1,442
1962	772	297	1,069	949	401	1,350	1,212	312	1,524
1963	820	291	1,111	966	415	1,381	1,367	309	1,676
1964	845	340	1,185	1,044	441	1,485	1,459	323	1,782

(1) Note approximate 33 per cent increase over the five-year period.

(2) Note approximate 25½ per cent increase over the five-year period.

(3) Note approximate 29½ per cent increase over the five-year period.

Table "E"
Numbers Committed To Adult Institutions**
(to 24 years of age incl.)

Year	Male	Female	Total Number
1960	2,544	160	2,704
1961	2,863	225	3,088
1962	2,787	186	2,973
1963	3,073	208	3,281
1964	3,235	183	3,418

This is an increase of approximately 26 per cent over the five-year period.

When considering the adult figures, the results are strikingly similar to the juvenile pattern — a steady increase in the number of commitals to penal institutions.

* Department of Reform Institutions — Annual Reports, Toronto.

** Annual Reports of The Department of Reform Institutions, to the Select Committee on Youth, Queen's Park, Toronto, October 20, 1965.

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That we have no cause for satisfaction with present day penal methods of reform is supported by the fact —

“ that in 1958, of the men in penitentiaries, 80.36% had previously been in a penal institution. This does not mean, however, as is often stated, that 80.36% will go out, commit more crime and return. In actual fact only 45.37% of the inmates in 1958 had been in a penitentiary before. This does not seem to be a satisfactory recovery rate under any circumstances; but it is important to realize that in Canada we simply do not know the number of people who form what we might call the hard core recidivist group. Is it 20,000 or 30,000 or more? If the 45.37% penitentiary or the 80.36% general recidivism is in fact representative of a relatively small number going through the revolving jail house door we have no cause for satisfaction It is more disconcerting that the 80.36% general recidivist figure indicates a steady progression from gaol or reformatory to the federal institutions and that the prison populations are steadily increasing”*

Since this was written in 1960, there has been no appreciable change in these figures on the basis of annual admissions in 1964. What is particularly noteworthy is that over 45.3 per cent of these inmates fall within the terms of reference of this Committee, young people aged 16 to 24 inclusive.

There is little evidence, based on recidivism figures available, to indicate any marked improvement in our preventive and treatment programmes for delinquents. More recent trends towards differential treatment of delinquents in training schools will have more positive results, providing overcrowding can be avoided and a high level of qualified staff maintained.

Special Institutions

The need for half-way houses, after-care group homes, and hostels was recognized during the Select Committee's first hearings in 1964. This characterized many of the submissions of major organizations (public and private) dealing with youth. The Interim Progress Report of the Select Committee indicated the emerging significance of this problem as follows:

“Studies made of facilities for young offenders in both Ontario and California have pointed up a genuine need for a number of small “group-homes” that could accept referrals from juvenile courts that are presently being referred to training schools.

* A. M. Kirkpatrick, *Correcting Corrections*, Criminal Law Quarterly, Vol. 2, No. 4 (February 1960), p. 65-72.

"The primary reason for a number of children requiring removal from their own homes stems from temporary misbehaviour patterns fostered by inadequate parents. The emotional damage done by the time agency or court intervention occurs is often considerable but does not seem to warrant, in many cases, committal to a delinquency reform setting (training school) involving, as it does, the undesirable by-products of:

- (a) contact with hard core delinquents,
- (b) a stigma, which does exist, and in the case of job opportunities, outright discrimination by many employers against those having spent time in a reform school,
- (c) removal of this type of child from the community and its resources which, in many instances, can and should be used in the process of rehabilitation."

A submission from the Department of the Attorney-General also points out the need for such a course of action:

"We are firmly convinced that many committals to Training Schools could be avoided if group homes were available in the communities. It is also quite obvious that too many children are being returned from Training Schools to the very homes which were found inadequate and required the removal of the child . . . Group homes, half-way houses or hostels of some type appear to be a necessity."

(P. 7 of its Brief)

Some submissions mirrored these thoughts. Others informed the Committee about many cases in which young people should be removed from their homes for a period of time, to enable the probation officer to develop what strengths there are in their personal and family situations. During this time, in such facilities, (probation hostels — group homes) the youth might safely be left in the community, at school, or in employment, pending the development of a plan that may avoid the necessity of imprisonment or training school.

The very real need for small group homes supervised by wholesome substitute parents on a basis of a "home-away-from-home" is needed almost everywhere a juvenile court is located.

The "half-way house", as it has often been termed, would have a dual function. First, it would provide homes for children who require residential care away from home because of problems within their own homes

* Progress Report of the Select Committee on Youth, (April 1965), P. 13-14.

Delinquency

that preclude proper supervision and adequate home life. Second, the pre-delinquent who should not be sent by the courts to training schools could best be served in a homelike setting within the community. Thus, the community resources of school, recreation and health could be used with a minimum of social dislocation to the children concerned. Many boys and girls are now being sent to training schools who could be better served in the community, if appropriate resources were available.

Finally, the rural or ranch-complex residential setting, complete with farm, recreational and academic facilities, is a necessary alternative to training schools for children who are not hard-core delinquents. These children particularly need supervision and training away from home in a setting where a sense of security may be engendered by group living for extended periods of time.

An example of this type of setting, the William F. James Boys' Ranch, Santa Clara, California, was visited by the Committee, a member of which describes it like this:

"This is a school and agricultural programme institution with two separate age divisions — the first being for a younger group between the ages of 13 and 15 and the second being for the older boys between 15 and 18. The maximum population in each of these divisions was only 54, a total of 108 for the institution."*

Recidivism at this school was rated at 16 per cent using the age of 18 as the cut-off point for statistical purposes. This is, indeed, an exceptionally low recidivist rate.

Such institutions when established in Ontario should be under the supervision and direction of the Child Welfare Division of the Provincial Department of Welfare.

Recommendations

The Select Committee recommends that:

228. Small group homes (8 to 10 children to a home) are urgently needed for children who may or may not be in conflict with the law, but cannot remain in their own homes for a variety of reasons. Such homes could best be supervised by the Child Welfare Division of the Provincial Department of Welfare and should be subsidized on a per capita arrangement by the provincial government and local municipalities, on an agreed cost-sharing formula.

* See Appendix C.

229. Rural residential settings be provided for children who need 24 hour-a-day supervision, with academic and vocational training combined with discipline and counselling, but should not be associated with training schools. This type of complex should be financed and supervised by the Child Welfare Division of the Department of Welfare, which is responsible for the standards and supervision of all children's institutions in Ontario.
230. Both the previous recommendations (#228 and #229) should be focussed primarily on the expanding programmes of children's aid societies in Ontario, since they are most obviously equipped to handle such ventures. Where finances are insufficient under the existing Child Welfare Act, the province must consider increasing its share of the cost.

JUVENILE AND FAMILY COURTS

The juvenile and family courts are distinctly different from other courts by their concentration on such matters as juvenile delinquency, offences involving adults with children (contributing), special areas of domestic relations, and children in need of care and protection. Although many legal-minded people say that the Juvenile and Family Court is not a "quasi-social agency", the fact is that these courts are, in effect, socially-oriented by statute. The Juvenile Delinquents' Act, Section 38, defines the philosophy of juvenile courts this way:

"This Act shall be liberally construed to the end that its purpose may be carried out, namely, that the care and custody and discipline of a juvenile delinquent shall approximate as nearly as may be that which should be given by its parents, and that as far as is practicable every juvenile delinquent shall be treated, not as criminal, but as a misdirected and misguided child, and one needing aid, encouragement, help and assistance."*

The Committee received several important submissions advocating that the Attorney General's Department should consider the assignment to specialized courts of those youths over the juvenile court age of 16 years and under 21 years. There is much merit in providing the type of services for this young offender group that is available for juveniles under 16 years of age. The real implication of such recommendations appears to be an indirect criticism of the treatment accorded young of-

* Juvenile Delinquents' Act, 1929, c. 46, s. 38.

fenders in adult courts, where large court calendars and little or no clinical or diagnostic services are available to the magistrate. This results in young immature offenders (16 or 17 years old), being summarily dealt with under circumstances well beyond their knowledge and where they are treated as criminals. Certainly not treated as misguided young people or as persons needing aid, encouragement and assistance. In many cases young offenders are misguided, they do need aid, encouragement and assistance. This has never been the design, intent, or the philosophy of our laws respecting adults (probation to the contrary). Their primary aim has been deterrence through punishment, and protection of society through incarceration of those found guilty before the law. For such reasons the Committee is vitally interested in those young people who seem caught in the adult criminal law process, while still exhibiting the needs of juveniles.

Setting up special courts for this group, is a highly-debatable question and one not met with general acceptance. The Committee believes that raising the juvenile age in Ontario might be a better alternative to this problem.

The United Nations, in its publication the Review devoted an entire edition to the report prepared by the Secretariat on "The Prevention of Juvenile Delinquency" which was the basic document on this subject for the first United Nations Congress on the Prevention of Crime and the Treatment of Offenders held in Geneva, August 22 to September 3, 1955. This document comments on the subject of upper age limits for juveniles as follows:

"The most common of the upper age limits for juvenile offenders are fifteen, sixteen, seventeen, and eighteen years . . . The majority of the Canadian provinces and the Non-Self-Governing Territories have also shown a preference for sixteen years as the upper age limit for juvenile offenders. New Zealand and three of the six States of Australia have fixed the limit at seventeen years. Eighteen years as the upper age limit is most preferred in Europe, North America and Latin America . . . Three of the Canadian provinces and thirty-three of the United States jurisdictions are using this age limit . . . The most common upper age limit for juvenile offenders is eighteen years . . . The recommendation has been based on the proposition that adult ways of thought and behaviour are not usually attained before this age, and that juveniles below the age could profit by measures of protection and guidance . . . It must be remembered that the upper age limit is fixed to enable the

application of special measures to juveniles below this limit, and by raising this level there would consequently be a greater number of juveniles who would be eligible for special treatment . . . Whatever age is chosen as the upper limit for juvenile delinquents, it is desirable in fixing it objectively that due regard should be paid to all the above ramifications and each country should find out for itself that happy medium by which the interests of both the juvenile and the society are adequately served.”*

The lack of a uniform juvenile age among the Canadian provinces has presented problems in the administration of justice across the country. The variety of existing legal juvenile ages in Canada are listed as follows:

British Columbia	—	18 years
Alberta	—	18 years for girls 16 years for boys
Saskatchewan	—	16 years
Manitoba	—	18 years
Ontario	—	16 years
Quebec	—	18 years
New Brunswick	—	16 years
Nova Scotia	—	16 years
Prince Edward Island	—	16 years
Newfoundland	—	17 years

In this connection, the Committee concurs with the following statement from a recent report of the Federal Department of Justice:

“A federal statute, especially one concerned with criminal law, should not be open to the charge of discrimination . . . We might point out as well that a variation in age limits as between provinces can serve to defeat the purpose of section 421 of the Criminal Code in relation to juveniles who commit offences in more than one province. Section 421 is designed to afford an accused who is in custody in one province the opportunity of disposing of all charges outstanding against him in other provinces . . . Because of present variation in the juvenile age it may happen that a young person will serve a sentence in one province and then be returned to face charges in another province.”**

* *International Review of Criminal Policy*, United Nations, Nos. 7-8, New York, January 1955, p. 13-17.

** *Juvenile Delinquency in Canada*, Report of the Department of Justice Committee on Juvenile Delinquency, Ottawa, 1965, p. 61.

To reach a uniform and acceptable juvenile age may mean not only a compromise between ages 16 and 18 but a recognition of the fact that there is in reality no arbitrary age in adolescent development that applies to every young person at the same time. People mature at different rates. However, fixed patterns of behaviour are more marked after 17 years of age than before this age.

Paul W. Tappan, Professor of Sociology and Lecturer in Law at New York University in his proposals for the Sentencing and Treatment of the Young Adult Offender under the Model Penal Code states:

“ . . . that seventeen is a more appropriate natural dividing line than either 16 or 18 . . . while there is no complete uniformity in this range, characterized as it is by spasmodic and disjointed growth rates in physical, social and emotional maturity, authorities have noted that the spurt to maturity has usually occurred by the age of seventeen.”*

It may well be that a higher age should be set for juveniles than 17. However, the Committee recognizes that there is little sense in raising the age level of juveniles to 18 if provincial resources for persons of this age are not adequate in the immediate future for such an age group. Certainly Ontario is not yet adequately equipped to deal with an age variable from age 8 to 18 years in terms of differential institutional treatment, either public or private. It would seem possible to contain and provide treatment facilities for a juvenile range of 8 to under 17 years, with some limited expansion of our juvenile courts and existing institutional services.

The marked advantage of having the juvenile maximum age set at under 17 at this time is that all children and young people, during their formative years, would have the benefit of (a) the most up-to-date diagnostic services the courts have to offer (which are usually found in juvenile courts); (b) a variety of differential treatment facilities separate from hard-core adult criminals; (c) juvenile courts can transfer those serious cases of more mature delinquents to adult courts under an existing statute, Section 9 of the Juvenile Delinquents' Act:

“Where the act complained of is, under the provisions of the Criminal Code or otherwise, an indictable offence, and the accused child is apparently or actually over the age of fourteen years, the Court may, in its discretion, order the child to be proceeded against

* *Model Penal Code*. American Law Institute, Draft No. 3, New York, 1955.

by indictment in the ordinary courts in accordance with the provisions of the Criminal Code in that behalf; but such course shall in no case be followed unless the Court is of the opinion that the good of the child and the interest of the community demand it.”*

It should be recognized however, that there are very few instances where “the good of the child and the interest of the community” is really served by transferring juvenile cases to the adult open court. This has particular application in murder cases, where upon acquittal the court loses all control of the child, or upon a verdict of guilty, when no good can be done to a child since the law demands the death penalty (which it cannot enforce, in any event, in Canada). Where the need does exist for such transfer, the facility does exist. What is specifically required is protection for those young people denied the appropriate court clinic facilities they require due to their normal rate of physical and mental development factors.

Recommendation

The Select Committee recommends that:

231. The Attorney General’s Department endeavour to institute legislation as soon as possible to establish the juvenile age at 17 years (under) in the province. This to assist in achieving uniformity across the country and to achieve the highest rehabilitation rate possible of young people before the courts, at a time when they may benefit most.

Clinical Services and Specialized Personnel for Courts

Few courts in Ontario have the benefit of adequate clinical services made up of psychiatry, psychology and social work personnel. Any court that has them is most fortunate. When young offenders appear before our courts on serious charges, long terms in reformatories and penitentiaries are sometimes involved. With the wide discretionary sentencing powers placed in the hands of magistrates and judges, it is imperative that clinical services be made available to our courts. Such services would help provide basic and essential information respecting the mental capacity, environment factors, personality abnormalities, and the lego-medical implications of mental and physical illness not assessable by laymen. The results of such information is of crucial and direct concern to those before the courts.

** Juvenile Delinquents’ Act, 1929, c. 46, s. 9.

The need for professional diagnosis of children and adults coming before juvenile and family courts has been recognized for many years by judges and behavioural scientists. The Juvenile and Family Court of Toronto was among the first courts in North America to incorporate professional diagnostic services into the court setting. As early as 1921, the Court had the services of a psychiatrist and social investigator to assist in the formulation of diagnosis and recommendations for the use of the judges when they were dealing with difficult cases.

From that time until now, the court has always had a diagnostic service. This has grown in size as the needs have increased and has developed this forensic type of investigation in the best traditions of the combined professional skills of psychiatry, psychology and social work.

"Why doesn't the Juvenile and Family Court Clinic provide a treatment service for its many clients?" The answer to this often asked question is found in the Juvenile and Family Courts Act, which specifies that, "any municipality having a population of 500,000 or more may maintain or operate a diagnostic clinic."*

This underscores the fact that a court in this province is neither a hospital nor (as one judge has phrased it) — "is it, a quasi-social agency."** Every professional worker in this field recognizes that diagnosis contributes to treatment, but treatment per se is not diagnosis. The latter is considered by our statutes as being within the purview of the courts. Prescribed treatment however, is the responsibility of specialized community resources such as hospitals for defective patients and the mentally ill, out-patient services, private psychiatrically-oriented residential settings and correctional institutions. Both of the latter providing long term treatment for variously defined behaviour-disturbed children.

No juvenile and family court could possibly provide the highly-specialized variety of differential treatment services that are required to meet the needs of its many clients, nor does it seem feasible that it should do so. The helping role of the probation officer is really the only treatment facility at the disposal, and under the direction of our courts by law.

* Juvenile and Family Courts Act, Section 8, s.s. 1, 1959.

** The Juvenile and Family Court — *Some Thoughts on Practice and Procedure*, Journal of the Ontario Children's Aid Societies, January 1962, by Judge Hugh C. Arrell.

Today, most modern diagnostic services, whether attached to hospitals, schools, and particularly courts, require the team approach when evaluating a human-relation's problem involving, as it does, the individual's ability to function inter-personally, physically and mentally.

A child charged with a delinquent act, such as fire-setting, may or may not be a psychological problem or require psychiatric treatment. It is a fortunate circumstance however, when a judge can ascertain (prior to a final disposition) whether a child before him needs such specialized help rather than sending him back into the community. This latter course is often a gamble, and further loss of property, or even death may result from the lack of not being aware of the extent or potential of a mentally sick child.

Many seemingly commonplace behaviour patterns have been found to require very different treatment than original first impressions might indicate. When the whole story has been learned through the efforts of a clinic team working together, a long series of thefts can sometimes be the indication of a serious rejection pattern. If this aberration were treated on a punitive basis without proper guidance being given to parents and child, by skilled casework personnel acting upon advice of clinic staff, the result could be a long criminal career.

Likewise, the prompt and accurate diagnosis of sex offences for what they are, simple curiosity or serious deviation, requires special treatment in some instances and just plain talk in others. Serious results can ensue by not knowing which treatment is required. It is the responsibility of the diagnostic clinic of the court to determine the correct diagnosis and treatment of such cases when they are referred by a judge. Many other types of behaviour obviously come to mind that require clear-cut diagnosis and recommendations from the skilled members of the clinic team if successful rehabilitation is to be achieved.

Many things have been learned over years of court experience. One is that deciding whether a child or adult did or did not commit an offence, is not nearly as difficult as knowing what to prescribe when you know he has done it. Here, the court calls on its professional resources for effective diagnosis and recommendations. The more skilled these professionals are, particularly as diagnosticians, the more likely a judge is able to depend on clinical recommendations and make an appropriate disposition. However, the Committee believes that it should

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never be within the jurisdiction of clinical personnel to make dispositions. This function is clearly that of a judge or magistrate who is responsible to an appeal court for such important decisions. A clinic can recommend, but a judge must make the ultimate decision based on all aspects of the case in the tradition of Canadian Law. It should be made abundantly clear that diagnostic clinics **recommend** and courts **decide** to avoid any confusion regarding the respective roles of court and diagnostic clinics.

Recommendations

The Select Committee recommends that:

232. All courts dealing with young offenders and juvenile delinquents have adequate diagnostic facilities made available to them. It should be made abundantly clear that diagnostic clinics **recommend** and courts **decide**, to avoid any confusion regarding the respective roles of court and diagnostic clinics.
233. The use of local mental health clinics, general and Ontario Hospital diagnostic services be made available for diagnostic services to the courts where these services cannot be an integral part of the court services.
234. Where clinical services are not available locally, a regional service should be established through the co-operation and assistance of the Department of Health, as previously recommended. (See Recommendations #93 and #94 under Health.)

Deserted Wives and Children's Maintenance Act

Under the Deserted Wives and Children's Maintenance Act there appears to be no way in which the family courts of this province can enforce their own orders of maintenance against an erring husband.

A speeding summons is given a higher priority in respect to the enforcement of its provisions than a Family Court Order has for the maintenance of a wife and children.

Family court matters are inseparably connected with juvenile courts in this province. The most frequent cases before our family courts are those related to the Deserted Wives and Children's Maintenance Act. This Act broadly provides for the protection of wives and children who have been deserted by their husbands and fathers without adequate provisions having been made for their maintenance and welfare.

Unfortunately, under this Act, it appears that many family courts of this province seldom enforce their own orders of maintenance against an erring husband.

If a court makes an order of maintenance on behalf of a wife and/or her children and the husband fails to obey this order, the wife in practice, must initiate the application to the court for a Show Cause Summons to be issued (to obtain a hearing respecting an order already approved by the court).

This situation leaves a deserted wife:

- (a) With no assurance that she will receive a "court ordered" maintenance payment or further, that anything will be done by the court if such payments are not made.
- (b) At the mercy of intimidation by her husband who has nothing to fear from a court that does not enforce its own orders, and has only to deter his wife from asking for the issuing of a Show Cause Summons.
- (c) No recourse but welfare if her husband chooses to move about the province or the country whenever her Show Cause Summons is received. The onus is again on the wife to locate the address of the husband before the court will act. In some municipalities her welfare maintenance is held up on the presumption she has an order of maintenance from her husband through the family court.

In many instances deserted wives are being asked by local welfare officers to lay charges against their husbands before providing welfare assistance to needy families.

This is not supportable by welfare legislation and is a bad practice because it prevents family counselling services working on the problem with a view to reconciliation. It is felt by the Committee that once an order has been made by a Family Court against a husband for the maintenance of a wife and children, the court should take the necessary steps to enforce the order if a husband fails to comply with the order. This should be done without obliging the wife to issue a Show Cause Summons with its consequent waiting period for the case to be heard, and the problematical appearance of the husband with frequent adjournments and time off work to appear in many needless instances.

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Recommendations

The Select Committee recommends that:

235. The Deserted Wives and Children's Maintenance Act be amended to provide for adequate enforcement of court maintenance orders under this statute. All moneys assessed against the husband should be paid into the court and penalties imposed by the court for failure to do so.
236. In those instances when a court order of maintenance is made in favour of a mother and children and where the mother would normally qualify for Mother's Allowance, she should automatically be placed on the Mother's Allowance. Any sums collected by the court, based on the court order should then be paid to the Welfare Department concerned, by the court. When a husband is paying on an order of maintenance an amount in excess of what Mother's Allowance provides, the balance received in excess, should be paid to the wife and children by the Department of Welfare.

Juvenile Court Judges

Juvenile and family court judges are appointed provincially through the Attorney-General's Department. No conditions respecting qualifications are legally required of persons designated as either magistrates or juvenile court judges. Although it has been generally agreed that legal training should not be a prerequisite to the appointment of such judicial officials, it is felt that a training period should be a requirement of every magistrate and juvenile court judge before assuming their judicial responsibilities. Such training should include: (a) enough legal knowledge to enable them to discharge their duties (conducting legal hearings, application of rules of evidence, etc.); (b) a knowledge of court resources available both public and private to meet disposition needs; (c) some basic psychology as related to both normal and abnormal behaviour of both children and adults. The judges and magistrates would then have a clearer concept of the overall requirements of their jobs, and a more uniform practice in the courts concerned should result.

In some jurisdictions there are part-time judges and magistrates, some of whom practice law in the same jurisdictions in which they preside. This system lacks the total objectivity required in judicial matters and such jurisdictions would be better served by full-time itinerant judges and magistrates.

Recommendations

The Select Committee recommends that:

237. Juvenile court judges and lay magistrates receive a training period before assuming their positions on the bench. Such training courses should include:
- (a) enough legal knowledge to enable the judge or magistrate to discharge their duties (conducting of legal hearings, application of the rules of evidence, etc.);
 - (b) a knowledge of court resources, both public and private, to meet the disposition needs of the court;
 - (c) basic psychology as it is related to normal and abnormal behaviour of children and adults.
238. Those jurisdictions presently being served by part-time juvenile court judges and magistrates would be better served by full-time itinerant judges and magistrates.

Detention Facilities

The Juvenile Delinquents' Act, provides as follows for the detaining of children under 16 years of age for whatever court purposes:

"No child, pending a hearing under the provisions of this Act, shall be held in confinement in any county or other gaol or other place in which adults are or may be imprisoned, but shall be detained at a detention home or shelter used exclusively for children or under other charge approved by the judge or, in his absence, by the sheriff, or, in the absence of both the judge and the sheriff, by the mayor or other chief magistrate of the city, town, county or place.

"Any officer or person violating the provision of subsection (1) is liable on summary conviction before a Juvenile Court or a magistrate to a fine not exceeding one hundred dollars, or to imprisonment not exceeding thirty days, or to both fine and imprisonment."*

Detention and Observation facilities ideally refer to accommodations for juveniles, either before a court hearing or during a court-ordered observation period, that should be absolutely separate from any adult prison or "lock-up" area. Proximity to any such adult facility is undesirable both in atmosphere and moral conditions for those of tender years.

* Juvenile Delinquents' Act, 1929, c. 46, s. 13, s.s. 1 & 2.

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Yet detention facilities are a necessary part of the juvenile court process. They are used extensively by police, the court and agencies such as the children's aid societies, but children should **not** be placed in such accommodations save as a last resort. If at all possible, the child should be left in its own home, pending a court hearing, or during the period required for a clinical assessment. Sometimes, however, children require the maximum custodial care of a detention home, both for the protection of society or the protection of the child from its own behaviour. Children, young girls especially, who refuse to stay at home and abscond to distant cities with little or no provocation, must be protected for their own good pending court dispositions.

Use of detention facilities for children awaiting a hearing should be limited to those children;

- (a) requiring custody for their own safety and/or that of the community,
- (b) who indicate that they are likely to abscond.
- (c) are abscondee from schools to which they previously have been committed.
- (d) or are being held on behalf of another jurisdiction (such as a child who has run away from home in another province, city or state).

Some court jurisdictions have elaborate Detention and Observation homes; some jurisdictions have none whatsoever; still others have used facilities in or attached to adult jails. Juvenile detention facilities are admittedly expensive — but necessary. Similar arrangements could be made for children held in custody as those recently provided for adults in county jails. Notably that in those jurisdictions where the need is relatively small, a regional juvenile facility could be shared by several areas and thus reduce the cost of such accommodations to the local counties and municipalities. This seems desirable and logical.

According to a submission from a Children's Aid Society in northern Ontario, some 10-year-old children have to be detained in local jails, because of lack of proper facilities. Little wonder then that many organizations stress the urgency for proper detention homes for children under 18. These organizations include children's aid societies, government departments, community welfare councils, police departments, juvenile and family courts and many others serving Ontario's youth.

Children placed in such facilities must be treated as if they were in as normal home conditions as possible. Friendly and sensitive supervisory staff are essential. Detention in custody can be a traumatic and damaging experience for children, particularly if this is for extended periods. For this reason, the periods used should be as short as is practically possible and if such custody can be accomplished through a relative's or suitable friend's home, this is usually preferable to institutional custody. It becomes obvious then that bail proceedings do not really apply to the detention of juveniles. If a child can possibly be returned to the care of his parents or relatives or suitable interested parties, pending the court's pleasure, the child should not be placed in detention, and bail should be no factor in such a decision. Conversely, if a child should be in a detention area for reasons of its own protection or that of society then again bail should not apply.

The juvenile courts of our larger cities have been slow to establish effective procedures for intake controls. Traditionally, the only control over admissions has been the number of detention beds available. This is usually the result of law enforcement agencies determining how detention shall be used. The problem can then get out of control for lack of "pre-disposition probation service and clear, courageous intake control policy on the part of the court".* The number of children presently held in detention could be much reduced. To do this, the policy of admission would have to be based on the detention and court staff decisions about the necessity and suitability of home supervision, rather than on just the police or agency recommendations, in many cases.

Recommendations

The Select Committee recommends that:

239. Every juvenile court have access to a detention home area as provided under the Juvenile Delinquents' Act, 1929, c. 46, s. 13. The Attorney General's Department should examine all juvenile detention facilities in Ontario to make sure that they comply with the Juvenile Delinquents' Act.
240. In those areas where it is not practical to maintain and staff a proper detention establishment for juveniles, an arrangement to provide such facilities on a regional basis (similar to those provisions made for

* Norman, Sherwood. (Director of Detention Services, National Probation and Parole Association). *Detention Facilities*. New York, 1960, p. 15.

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adults) be undertaken by counties and local municipalities deficient in this youth service.

241. No child be placed in a detention facility if it is possible to accommodate such child in either its own home, that of a responsible relative or an approved interested party.
242. A detention admission policy be established in every court setting which will assure that children are not indiscriminately placed in custody on purely law enforcement recommendations.
243. Bail should not be a consideration where juveniles are concerned. A child either should or should not be in a detention facility. Money should not be a criterion of custody for children.

Probation

Probation has been considered by our provincial authorities, (including the Attorney-General's Department) as being the greatest single constructive force in the community dealing with juvenile delinquents and bringing about their reformation. The Director of Probation Services for the Province of Ontario, D. W. F. Coughlan, supports this claim as follows:

" . . . no country is receiving the protection to which it is entitled from its law enforcement system until the majority of offenders are permanently reclaimed as useful citizens . . . Probation achieves this goal in 70% of the cases it deals with, whereas incarceration falls short of this objective in an almost adverse ratio; over 75% of the people admitted to Canadian penitentiaries each year have been incarcerated before, and between 65% and 75% of those admitted to provincial reformatories each year have been incarcerated previously!"*

In spite of the overwhelming evidence on behalf of probation, it is surprising the relative sparsity of its use. During 1964, 14,063 young offenders were convicted by Ontario adult courts. Of this number 6,171 were sent to penal institutions, and according to the figures quoted above, 4,011 will again serve time in reformatories and penitentiaries. However, 5,939 of those convicted were placed on probation and of this group 4,157 may be successfully rehabilitated. These striking contrasts greatly concern the Committee, because 7,788 of those convicted in 1964 were

* D. W. F. Coughlan, Director of Probation Services, "The History and Function of Probation", *Canadian Bar Journal*, (June 1963), p. 202.

between the ages of 16 and 24 — and 3,413 of these youngsters were sent to penal institutions! Further, in 1961, 9,980 convicted adults were on probation in Ontario. A leading probation authority has made pungent commentary in this area.

“Each one of these people was costing the taxpayers sixty cents a day for probation rather than four dollars a day for prison; they were supporting their own families, thus saving public expenditure through relief and Mother’s Allowances; they paid \$49,000 in restitution; they poured over \$18,000,000 of earnings back into the national economy and there is a far better chance that they will be reclaimed permanently as useful citizens through probation rather than prison!”*

A preliminary survey undertaken by the Ontario Probation Officers’ Association reveals that out of 466 probationers studied in this province over a three-year period (422 males — 44 females) 68.3 per cent of the males and 90.9 per cent of the females were successfully rehabilitated as of three years after their probation period. Is probation more effective in some areas than others? It seems to be most effective in less dense populated areas.

large urban centres	—	63.3% successful
medium-sized centres	—	67% successful
small centres	—	71.5% successful

In northern Ontario the probation success rate is highest — 75.5% successful in this study.**

In England:

“Probation is primarily applied to first offenders: 66 per cent of the adults and 75 per cent of juveniles who were put on probation had no previous convictions for indictable offences recorded against them. That probation should be very useful in helping first offenders to overcome any propensity to commit crime is a conclusion which might be anticipated. The extent to which it fulfils this function may be gathered from the fact that among first offenders 69 per cent of the males and as many as 86 per cent of the females completed their supervision and were not reconvicted during the subsequent three years. But what is particularly noteworthy is the value of probation in dealing with adolescent and adult first offenders. It proved effective for nearly 80 per cent of the men and 90 per cent of

* Ibid, p. 210.

** Ontario Probation Officers’ Association. *Results of Adult Probation*. Toronto 1965. (Survey covers a 3-year period after probation).

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the women, aged seventeen and over; and indeed its effectiveness appears to be somewhat greater when used for adults aged twenty-one and over, than for any of the younger offenders. The rates of success according to sex and age are as follows:

Age Group of First Offenders	Males	Females
	%	%
8 and under 14 -----	60.5	77.0
14 and under 17 -----	69.2	80.8
17 and under 21 -----	74.8	86.6
21 and over -----	78.5	90.4
	<hr/>	<hr/>
All first offenders -----	68.6	86.3**

Interestingly, the older the first offender the better chance there is of rehabilitation, as the above English figures show.

It has been recognized that case loads of over 40 to 50, precludes good sound probation counselling service. In spite of this knowledge, many urban probation officers carry 50 to 70 cases. Added to this, they are asked to do pre-sentence reports, act as court attendants, transfer probationers to hospitals, out-patient clinics and other duties. To successfully work with a delinquent child and his complex relationships with home, school or employment, takes skill and time. Of these two, possibly time is the most important. The productivity of probation bears a direct relationship to the manhours per probationer by the probation officer, and any illusions to the contrary will reveal a high rate of recidivism, as any supervisor in this area of social work will attest.

Again, Child Adjustment Services, and other organizations dealing with youth, are concerned about the lack of staff to effectively cope with probationers in numerous areas of the province. If probation is to be an alternative to prison it must be done on a recognized professional basis. Competent, professional-calibre probation work, cannot be done with excessive caseloads — in other words, not enough staff to do the job.

In a recent statement on *The Development of Probation Services in Ontario*, the following is of interest:

“Standards of Service

- (c) Workload standards must be identified and maintained at a level which will enable the officer to function at the optimum level of effectiveness.

* *The Results of Probation*, L. Radzinowicz, MacMillan & Co. Ltd., London, 1958, p. 4-5.

- (d) Stabilization and control of both court and probation workloads would be essential to the end that the Bench in its role of selecting probation candidates is in a position to do so with care and with assurance of the availability of adequate probation facilities.”*

Most juvenile courts use the services of probation beyond the effective limits of their staff. Adult courts do not use probation extensively, particularly in the cases of young adults from 16 to 24. But their probation officers still frequently carry well beyond the accepted caseloads considered to be therapeutically productive, (over 50 cases as a maximum per officer).

The law of diminishing returns begins before this point is reached. What is therapeutic when treating over 50 cases, will be determined by the number of manhours a few cases will receive at the expense of the total case load of the worker.

In large urban centres it is questionable whether the probation officer's time should be spent on pre-sentence reports and other duties that take his time from the basic function of helping and working with his clients. Pre-sentence reports can be compiled by persons less skilled than probation officers. Such personnel should wherever possible, be so employed to relieve the burden on probation officers.

Recommendations

The Select Committee recommends that:

- 244. Probation services be expanded to permit proper casework service being afforded the children and young offenders placed on this service by the courts. It is further advised that a ratio of probationers to probation officers should not exceed 50 to one.
- 245. Adult courts be encouraged to use probation on a more liberal basis in comparison with their corresponding use of incarceration, particularly when dealing with young offenders.
- 246. In big urban centres where caseloads are large, special investigation officers be responsible to supply the court with pre-sentence reports and any non-probationer supervising services required, thus relieving probation officers for more intensive casework practice with probationers.

* *The Development of Probation Services in Ontario*, George G. McFarlane, Daniel Coughlan, Alfred Sumpter, Queen's Printer, Toronto, 1966, p. 84.

247. More extensive research be undertaken to determine the effectiveness of probation compared with institutional custody in Ontario for various offences.

Confidentiality Respecting Juvenile Court Records

There is no legal basis for refusing to supply adult courts with juvenile records upon request. Fortunately, most adult courts do not make a practice of calling for juvenile court records of those adults appearing before them for purposes of disposition. When such information is requested it is sometimes by counsel wishing to establish some positive evidence on behalf of a client, possibly of a psychiatric, psychological, or historical nature. When such information is obtained by an adult court judge for purposes of sentencing, it poses some concern as to whether a child's anti-social activity should be used as a variable for determining his sentence on an adult charge at a later date. What difference in a man's sentence may be expected if he is convicted for car theft and the sentencing judge is made aware that, as a juvenile, the offender in the dock has had several similar convictions? Little difference in some instances, a lot in others.

It is not felt that undue abuse has been made of juvenile records in adult courts. What troubles the Committee is the adverse use of court information re appearances, charges and dispositions that come into the hands of future employers who often reject a youth because of a juvenile record of even minor significance. Some firms refuse to employ any young adults who (perhaps many years previously) have appeared in juvenile court for minor offences — even though those offences have never been repeated. Such discrimination against young people who have been in trouble as juveniles should be discouraged wherever possible.

The expunging of juvenile records after five delinquent-free years would be a positive step in correcting this situation. It would permit a young man or woman to answer the many queries respecting their private lives and backgrounds (and which have a direct bearing on their eligibility for job employment opportunities) in an honest and straightforward manner. One supported by law. As it is now, many fine young persons are frustrated, confused and embittered by the reactions of some employers when they learn of a potential employee's past juvenile record.

Recommendations

The Select Committee recommends that:

248. The use of juvenile records in adult courts be kept to an absolute minimum, consistent with the principle that juvenile court charges or appearances should not influence the sentencing process in adult courts.
249. Under no circumstances should juvenile records be revealed to any business agencies for the use of employer personnel or credit purposes. That any persons using such information for any such purpose should be punishable by law.
250. Juvenile records be expunged after five years of delinquent-free behaviour.

The Police

Over 90 per cent of all apprehension and delinquency charges in juvenile and adult courts are made through the efforts of police services. Generally, little criticism came to the Committee's attention respecting the legal processing of charges, or the efficiency of police investigation. Why is this? Because police officers have been trained in these areas in a police school programme which varies in length from a few days to many weeks, depending on the size of the force and the degree of urbanization under supervision by the police forces concerned.

Many larger police departments have formed and developed a Youth Bureau with outstanding success. It would certainly be in the public interest if all Police Commissions and Chiefs of Police could establish similar services as part of each Police Department in the province's larger urban areas.

The police's importance in the prevention and control of delinquency is being increasingly recognized. Importance not only in apprehension and investigation, but especially in prevention. It is imperative that such police youth bureaux be made aware of the specialized nature of their work with children and youth. As a result of this development, an increased emphasis must be placed on:

- (a) the selection and quality of police officers attached to youth bureau divisions;

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- (b) special staff training for those officers appointed to youth divisions;
- (c) appropriate status through salary and job promotion opportunities to hold good staff in this important area of police work.

It is not good enough to have youth bureaux attached as appendages to large urban police forces without any specialized training, other than that given officers dealing largely with traffic control and adult crime. Such forces are youth bureaux in name only.

The selection of police officers for youth bureau work cannot be over-stressed. Not every police officer has the right personality for this work. Basically, it requires a person who genuinely likes working with young people and who has a natural ability to identify with them. Afterwards, education and training are important.

There are some guidelines for setting up and operating police youth bureaux. The following precepts have been recommended as basic to youth-serving branches of the police by police administrators operating large successful youth bureau services.*

1. specialized training for youth bureau officers beyond the course requirements for those police officers dealing largely with adults, (courses in child and teenage development, normal and abnormal behaviour, basic psychology, community resources for juveniles, juvenile delinquency, delinquency prevention, counselling techniques, laws specially pertaining to young persons).
2. a balance of youth bureau officers both male and female in relation to delinquency distribution of boys and girls, which is usually in the order of five or six to one of boys and girls.
3. the headquarters of a youth bureau should be centrally located in the city to facilitate two major considerations;
 - (a) proximity to high-delinquency areas.
 - (b) to be in close liaison with the central police administration headquarters which are usually close to the city centre. Youth bureaux located outside the delinquency areas served, are frequently remote in other ways too, particularly respecting close supervisory liaison with the central police headquarters. They lose out on the cohesiveness that must permeate a good police service.

** See Appendix C. California Visitations.

4. there should be a written and declared policy for the youth bureau police services regarding their specialized duties, philosophy and objectives as laid down by the police headquarters and its chief.

Police services have to be an integral part of any programme of social action to control delinquency or youth crime activities. The individual policeman deserves and must receive the support of all good citizens in the pursuit of his sometimes very arduous duties, which for the most part, are fulfilled on our behalf. The Committee has some suggestions in this area that will be discussed under a later heading of *Prevention*.

Provincial police personnel have instituted Youth Safety programmes within their own districts, at district and detachment levels, as pressure of duties and availability of officers permitted. In 1963, the Traffic Safety Office was established and by 1964 a Traffic Safety Co-ordinator for each of the province's seventeen police districts was appointed and the Traffic Safety Branch consequently superseding the Traffic Safety Office. This Branch undertakes safety programmes in rural elementary schools within the jurisdiction of the force (many towns and villages are patrolled by Ontario Provincial Police). Such programmes include lectures on school-bus procedures, pedestrian and cyclist safety, suitable films on rules of the road, and accident causation. The Ontario Provincial Police assist in Driver Education programmes in secondary schools. "Elmer the Safety Elephant" is sponsored as well as Bike Rider Rodeos. The *recreational programmes* of these services are extensive but on a voluntary basis. There are eighty detachments throughout the province or approximately one-third of all detachments that are engaged with one or more minor hockey teams, thirty-one detachments are involved in Minor Baseball teams, while others are devoted to soccer, floor hockey squads and judo training.

Job opportunities in the Ontario Provincial Police are part of a Youth Guidance and Career Counselling Programme that outlines the values of the Provincial Police services for boys and girls of eighteen to nineteen years as cadets, and then a career in one of the many branches of the Ontario Provincial Police.

Recommendations

The Select Committee recommends that:

251. Special police departments (youth bureaux), dealing exclusively with youth be established in all of the larger urban centres of Ontario.

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252. Youth bureau officers have special training over and above the usual police courses. Such training should be in the areas of child psychology, child and teenage physical and mental development, community resources for juveniles, knowledge of the laws affecting juveniles as well as the usual police knowledge respecting apprehension, court procedures and charging of young people.
253. Youth bureau officers be carefully selected for their interest in young people and their ability to relate to them. When selected, they should be specially trained and given an appropriate status through salary and job promotion opportunities so as to hold good staff in this very important area of police work.
254. All youth police services have clearly established policies regarding their specialized duties and objectives in dealing with youth and that special emphasis be given to delinquency-prevention programmes.
255. A government sponsored public education programme be undertaken respecting the role of the policeman in all areas of his difficult job, with a view to improving the police image.
256. The recreational and safety programmes of the police services be encouraged to a greater degree, in the interest of wholesome relationships being established between youth and police officers by both provincial and municipal police services.

Prevention Programmes

“An ounce of prevention is worth a pound of cure” is an old adage that has real application to modern delinquency. But what should prevention consist of? This poses some knotty questions.

The Committee believes however, that there are many broad programmes involving youth that are helping combat the delinquent behaviour of young people throughout the province. Programmes conducted by all youth organizations for both boys and girls together with the efforts of probation officers, detached workers, settlement houses and the many volunteers are all contributing greatly to the diversion of youthful energies into positive socially-healthy activities. Without such voluntary programmes, (involving as they do very large numbers of dedicated and skilful youth leaders) delinquency would be much more rampant than it is. The Committee wishes to acknowledge the tremendous debt that the people of Ontario owes to the hundreds of voluntary workers, youth leaders and organizations in this province, without which a serious situation could result.

Young people's energies will find an outlet in some active form, whether the activities are acceptable to society or not. The efforts made to direct youth energies into desirable forms of activity are measurements of society's interest and concern. These efforts will ultimately determine the amount of anti-social activity in any given area.

Under the heading of Prevention Programmes it is proposed to examine some of the directly related efforts that are being used to curb delinquency and adolescent crime.

The Detached Worker

Detached worker programmes are being undertaken, on a limited scale, in several major Ontario cities.

The detached worker programme (basically a delinquency-prevention applied technique), although not new to this province has been slow in gaining the recognition it deserves. The following commentaries are worth quoting here.

"As the population of our cities increase", says David R. Hunter, head of the Ford Foundation's Youth-development work, "thousands who can afford to do so move to the expanding suburbs. Into the deteriorating sections of real estate they leave behind, flock the racial minorities and others who have not made the grade in our competitive society.

"The adolescent in these areas are victims of a paradox. The goals of our society are predominantly middle-class. Portraying 'The American Dream' of unlimited opportunity and material success, movies, newspapers, and television extol the man with wealth, status and education.

"At the same time, society denies slum youngsters the chance to achieve its goals. Middle-class children are brought up to expect success, are helped by parents to achieve it, and are taught to subordinate present satisfactions to long range opportunities. But adolescents in depressed urban neighbourhoods have little direct contact with successful persons, often lack adequate family life and are unsure about finding legitimate ways to achieve recognition.

"Frustrated, these youngsters seek alternative methods of satisfaction . . . The value of such groups are often directly contrary to those of society. Status may depend on prowess in gang fights, in flouting authority, and in taking by stealth what cannot be obtained legitimately."*

* Ashley, Walter E. *The Society of the Street*. Ford Foundation. New York, 1962, p. 5.

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In a west-side Chicago area an extension worker, John Ray, in 1956 was able in three months to know:

“ . . . a hundred teen-agers by name or sight. Gradually they began to turn to him for advice. He arbitrated their disputes, appeared in court on their behalf, talked to school principals to help solve some of the youth's problems.

“Gang members gradually turned to more constructive forms of activity. Groups gradually transformed themselves and began organizing meetings, dances, and sports events. The club programme, for boys aged 6 to 18 added a photography group, summer camp, woodshop, library, and game room. Many gang members returned to high school.”*

Extension workers or detached workers appear to have an approach to “alienated”, or unreached youth that is imaginative and practical, namely by establishing contact with such groups in their own haunts — the streets, alleys, and other “hang outs”.

As a detached worker with University Settlement House in Toronto points out:

“Although we are unsure of having caused major behaviour and personality changes, there are indications that with a smaller case load, more consistent benefits could be derived. In countless numbers of minor ways the worker brought help to the boys with whom he associated.

“He arranged for medical help, job interviews and placements, provided lawyers, assisted courts in reaching the most appropriate decisions, helped to allay family dissensions and fights among peers, found places to live, provided temporary financial support, provided sources for constructive recreation, etc.”**

The United Appeal for Metropolitan Toronto has provided each of the four Settlement Houses of this city with the funds necessary for each to hire a full-time detached worker. This is commendable and the Select Committee feels this is an essential youth service that has shown its practical delinquency-prevention capability among a hard-to-reach segment of every big city's youth.

Recommendations

The Select Committee recommends that:

257. A greater expansion of the detached worker programme be undertaken by more social agencies in Ontario. Provincial funds should be made available to assist Detached Worker Programmes undertaken by approved agencies.

* Ibid, p. 6-7.

** Felstiner, James P. *Detached Worker*. University Settlement House. Toronto, 1965, p. 47.

Police Prevention Programmes

The police forces in Ontario have generously subscribed to safety programmes as outlined earlier. Many individual officers of provincial and municipal detachments are actively engaged in youth sports and recreational programmes much in their own time. Unquestionably these efforts are invaluable as far as they go. But from the view point of delinquency-prevention, they do not go nearly far enough in relationship to the need.

One of the few genuinely police-supported sports programmes involving youth was the Junior Police Games. The games were annual track meets held at the grounds of the Ontario Training Schools of Galt and Bowmanville.

"In 1948 the Junior Police Games were established at Bowmanville through the co-operative efforts of the members of the Force, R.C.M. Police, Toronto City Police, Bowmanville Municipal Police, together with members of the Ontario Training School for Boys at Bowmanville. Some 3,000 male and female children from the District Primary and Secondary schools, together with the Training School boys, competed in field and track events for donated prizes, cups, medals, badges and certificates. Some 500 adult spectators attend annually.

"This Force contributed annual financial assistance and many members contributed untold hours of voluntary time to this worthwhile project. The event was held annually from 1948 to 1958 (11 years), after which time it was unfortunately discontinued as the key police personnel who were the driving organizational force behind the event, were transferred to other locations."*

N.B. The Junior Police Games were first established at the Galt Training School for Boys in June 1948.

The important implication of the above submission is two-fold. First, this was an excellent programme by all standards including those of the police themselves — many members contributing untold hours of voluntary time to this worthwhile project. Second, there is the opinion of the police themselves — "I mention this discontinued affair, should the Select Committee be seeking ideas to formulate a like plan to ensure a wider participation by youth in the life of the community and especially in athletic events."**

* Brief presented to the Legislative Assembly's Select Committee on Youth, by R. H. Devereux, Staff Superintendent, Administration Division, Ontario Provincial Police, November 9, 1965, P. 112.

** Ibid, P. 113.

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The regrettable fact regarding the demise of the Junior Police Games was that they did not have the support of the respective police headquarters staff, including R.C.M.P., O.P.P. and local police, in spite of the fact that this was acknowledged by police officers, school principals, delinquent children themselves and countless numbers of school children who felt it was highly successful. The image of the policeman was considerably improved due to this one prevention programme.

The police image is, unfortunately, not a good one. To improve, not only the police image, but to reduce the incidence of delinquency, police administrations must recognize that safety campaigns and volunteer participation of hard-pressed, lower-echelon officers in youth sports activities are not strong enough forces in delinquency prevention. As indicated under the Police section of this report, too little effort is made in large urban centres to train police officers how to work with youth. For example:

- (a) to know what to expect of young people and their exuberant impulsive actions.
- (b) to know that to influence young people you begin to know them *before* a situation involving illegal behaviour occurs not *after*,
- (c) to recognize that co-ordination of police and other services on a planned and not just a courtesy contact basis is the only way to effect a beach-head in the delinquency-prevention field. Police, like teachers, often believe that their respective roles are quite simple to define, namely, police maintain order and apprehend, teachers should teach and teach only. Fortunately, educators are assuming more and more responsibility in the broader implications of education, such as detection of problem children, proper referrals to community resources, special programmes. They are more involved in the social problems of children than ever before. It is felt that the police, likewise, have a much wider role to play in the community than is presently being undertaken and appropriate leadership is required to provide such a role.

How can the police effectively meet youth at a level where mutual respect can be gained and maintained? Perhaps by achieving closer relationship with the schools. All children must attend school, and this is the most logical place to effectively reach them with preventive measures. The school and the police are the two most important agencies any community has to combat delinquency.

An officer well-trained in youth activities, will be able to prevent more delinquent behaviour and establish a better rapport with young people and the community, than an "ordinary" policeman. But he must know something about education, recreation, mental and physical health and welfare, implications of truancy and vagrancy, problems of ethnic conflict in the family, and enjoy a personalized relationship within the school complex.

Poor relations with the police, with consequent court appearances, hostility of parents and young people, does not create a therapeutic atmosphere. Neither does it solve the delinquent problem in many cases, often due to the antagonisms created between the police and those concerned.

The Committee visited at least two areas where delinquency prevention programmes followed the above pattern of police participation in school neighbourhood prevention efforts. These areas were Oakland, California and Flint, Michigan. Flint is one of the lowest per capita delinquency areas in the United States. Both cities allocate selected and highly-trained police officers to specific school areas where they are responsible to the police headquarters for all juvenile problems in the school neighbourhood. No child can be charged by any other officer than the one in his own neighbourhood, who knows him and his family best. This officer sits in conference with school officials on cases involving truancy, emotionally-disturbed and behaviour problem children. Officers assigned to each high school in Oakland relate directly with youth and provide informed and formal counselling in their own setting. For example, a youth officer, in Flint, has his office in the local high school building, but serves the elementary schools in the area as well, in a consulting, counselling and lecturing capacity. The officer's salary is partly paid by the Department of Education and the balance by the Police Department in the Flint programme.

Because of the unusual and logical implications of this prevention aspect of police participation in The Regional Counseling Team programme of the Flint Michigan Board of Education the following excerpt is quoted:

"One of the most promising developments among Flint educators is the multi-disciplinary approach to children's problems. At Flint's secondary schools, this method is used effectively within a Regional Counseling Team.

"The Regional Counseling Team includes the principal, dean of students, dean of counseling, visiting teacher, nurse counselor, police counselor, and community school director. Each has a specialized ability to converge on student problems. United they form a most unusual bulwark against student failure and despair.

"Types of Problems

Meeting weekly, or on call, the Regional Counseling Team reviews the list of student cases that have come to their attention during the past week.

"The list includes such problems as the habitual absentee, the hostile transfer, the emotionally-disturbed, the under-achiever, the delinquent and pre-delinquent.

"Each child is considered individually, and with great concern and understanding. Will Child Guidance undertake the rehabilitation? Must this boy be detained in the Juvenile Home until further examination can be made? How co-operative are the parents — do they care?

"Within the Team, each case is reviewed. Background information regarding the child's siblings, home conditions, school activities and academic progress are reviewed by the Team. When all the facts are known, the Team makes its decision. Each pupil presents a singular set of problems, and each requires an individual solution.

"The Police Counselor is a unique member of the Regional Counseling Team, for he is a member of the City Police Department, assigned full-time to each of the secondary schools in Flint. He wears plain clothes, but carries a gun and handcuffs. He is known to the student body as a friend rather than as a punitive agent. Yet, he has the full authority of the accredited police officer. He helps to make early identification of delinquent behaviour, and represents the police and courts as a consultant in law enforcement and juvenile procedures. His primary concern is to prevent delinquency."*

This approach reflects outstanding co-operation between school staff, students and the police services. It is a mutually planned programme that indicates an awareness of the nature and roots of delinquency and treats the symptoms where they are first observed, at the neighbourhood and particularly, the *school level*. This would appear to be the place to treat delinquency — where it starts — the neighbourhood, and where it is first observed as pre-delinquent behaviour, the school.

* *The Regional Counseling Team* — compiled by the Mott Program of the Flint Board of Education, 1964, p. 1.

Recommendations

The Select Committee recommends that:

258. Pilot projects incorporating well-trained youth bureau officers in secondary school settings, to co-operate with school staff and the local school community in a delinquency-prevention programme, be undertaken in at least two different urban locations in Ontario, with a view to expanding this concept.
259. In an effort to improve the image of the police, among young people, local recreational associations include the police more frequently in various aspects of their programmes.

Automobile Ownership

Young people of **any age** can buy automobiles and motorcycles and have such vehicles licensed under their own names without the knowledge or consent of their parents. This can, and is, being done — with serious results. Every year many juveniles are charged with infractions of the Highway Traffic Act such as driving vehicles without a driver's license. Frequently, they are involved in motor accidents causing serious damage, loss of life and physical impairment to citizens and themselves and extensive property damage. Yet, the law permits any juvenile to purchase a car from a second-hand car lot even though the youngster cannot lawfully drive the vehicle. The Committee believes that the presence of this legal loophole, (regardless of reasons) has contributed to juvenile delinquency in many cases, with serious consequences. No one under sixteen years of age should be allowed to purchase a motor vehicle under his own name and have it registered.

Recommendation

The Select Committee recommends that:

260. No person under the age of sixteen should be permitted to purchase a motor vehicle and register the motor license in his or her name in Ontario.

Alcohol and Youth

Many young persons under the legal age of twenty-one are consuming alcoholic beverages with serious results. Motor accidents, moral misconduct, broken marriages and ultimate physical and mental disorders

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have been attributed to the abuse of alcohol. Young people say that it is easy to get alcohol illegally if they want it. Persons over twenty-one years are buying it for juveniles, many young persons find little difficulty in being served in cocktail lounges. Cases of beer and bottles of spirits are being consumed in cars by minors, a number of whom turn up in juvenile courts. Some young persons have been declared alcoholics before they are twenty-one years old.

A study of 1,000 domestic cases seen in the Metropolitan Toronto Juvenile and Family Court's Counselling Services reflects the serious impact alcohol has on many young and old alike, where family life is involved.

"Quite frequently there is more than one basic problem complicating family life. For example, I recall a case in which a wife who was severely beaten by her husband appeared at the intake desk requesting that a charge be laid against her husband for assault. Before the summons could be issued, the wife withdrew the charge and asked for domestic counselling. In the course of one interview it was obvious that this assaultive behaviour of the husband was closely linked with (1) alcoholism, (2) non-support and neglect, (3) the alleged infidelity of the wife.

"The following statistics have been compiled with the given factors being equated; thus there will be an overlapping of causes in the several areas under study.

Desertion by either spouse	6.3%
Assault	20.1%
Non-Support	25.7%
Infidelity by either spouse	3.6%
Alcohol	44.0%
General incompatibility	14.8%

"Most wives who believe alcohol was a significant reason for marital strife felt that their husbands have always indulged to some extent, but at the time reported, drinking was severe enough to be considered jeopardizing family life.

"Whatever the reason for drinking, there is ample evidence to show that alcohol is precipitating an inordinate amount of disharmony and unhappiness in those families coming to the Family Court for a solution to their domestic ills."*

* Little, William T. The Domestic Illness Profile Seen in a Family Court Setting. *Canadian Journal of Corrections*, Vol. 5, No. 4, Toronto, October, 1963.

The serious aspect of the above information is that many of the people involved in these statistics fell within the age range of this report.

The Committee has listened to a long list of submissions that have underscored the problems of alcohol. It does not feel that the interests of young people would be served by reducing the legal age for consuming alcoholic beverages in Ontario. Rather, that stricter law enforcement is required in all areas where liquor is being made available to young people under 21 years of age.

Recommendations

The Select Committee recommends that:

261. Stricter enforcement of the Liquor Control Act be conducted as it affects purveyors of spirits, wine and beer to minors.
262. The legal age for consuming alcoholic beverages remain at 21 years. (The following Committee members: Murray Gaunt, M.P.P., Stephen Lewis, M.P.P. and Richard Smith, M.P.P., would like to see, in addition to the above recommendation, the law changed to permit the consumption of alcoholic beverages by minors in their own home settings under their parents' supervision.)
263. An intensive research study be undertaken to determine the effects of alcohol on the social and economic welfare of youth.

Settlement Houses

The Provincial Government has a vested interest and responsibility in delinquency prevention. The Committee believes that until the government's responsibility is reflected in support of a special Department of Youth, with power to assist in the co-ordination of voluntary agencies engaged in delinquency control, this problem will proliferate in Ontario. The basic concern in this field of delinquency, as in other symptoms of maladjustment, is that community resources must be increasingly keyed to prevention. Prevention based on early detection and appropriate treatment. Such a programme must be sensitive to real needs, be resourceful in meeting those needs, then measure the results of treatment. All on a continuing basis.

Many agencies operate programmes trying to serve youth — most such services are used by boys and girls under 16. Few agencies have

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programmes for the 17-24 year-old youth. This is a serious lack. Another need here is to know more about proven ways of helping, which requires much study and research.

Perhaps the most constructive work being done for large numbers of deprived urban youth is in the Settlement Houses. These are usually located in the deprived areas of the city and are often an isolated oasis in a social desert of poor housing, low-income earners, and limited recreational facilities. Invariably the social climate is uncongenial for children and teenagers to develop in without exposure to damaging social influences.

Such centres are islands of strength in opposing delinquency in a neighbourhood. They co-operate with local churches, service clubs, and public and private service agencies in their fight to help young people fit into socially-acceptable roles, through such programmes as:

1. Nursery School — a half day school for children 2½ - 5 years.
2. Music School — individual and group lessons are offered.
3. Art Centre — offers a programme of art and craft instructions.
4. Athletic and Physical Instruction — provides broad programmes of swimming, athletics, physical education and recreation.
5. Club Programme Department — where boys, girls and young adults can meet in club groups to plan and carry out a large variety of programme activities. The importance here is the relationships that are established between the group members and the leaders.
6. Camp Programme — Settlement Houses work out programmes of summer camp involvement for many young people which helps city-dwelling children and youth to acquire constructive character-building opportunities.

Delinquency-prone children and youth have the same needs as other young persons. But these needs are varied. All children for example, need the influences of a wholesome environment in which to develop physically and mentally. Some require counselling, special medical care, and special living arrangements to assist them in the difficult process of growing into adults. In under-privileged areas, Settlement Houses are doing outstanding work in combatting delinquency at the grass-roots level. The "detached worker programme" got its start in the Settlement House. Many research efforts involving a better understanding of the delinquent and his special problems, (the multi-problem family, housing, broken homes, ethnic problems, drop-outs) have been undertaken by the Settlement Houses.

Such studies have been the forerunners of special projects including the tutoring of over 400 children after school hours at a Settlement House. Many worthwhile results accrued from this. A graphic illustration was when two older boys were put out of school at the age of 16 because the father was anxious for them to bring home a pay-check, and later this father urged the children to go back and he is discussing with teachers his children's progress.* These boys could easily have been delinquents, their backgrounds, environment, friends and poor parental standards all indicated a failure pattern. A Settlement House made all the difference in their lives and those of many others.

Stronger support must be given the relatively few Settlement Houses we have in our larger urban communities to enlarge their prevention programmes. Also, closer collaboration is needed in many programmes that require joint efforts:

" often unco-ordinated, the experience and knowledge gained in one group is not communicated to other groups who are struggling with the same kinds of problems. Co-ordination through communication of experience and ideas is an urgent need."**

Such needs, it is believed, can best be filled by the assistance of a Provincial Department of Youth which would have working committees dealing with the problems of Settlement Houses and their prevention programmes of all kinds — delinquency, neglect, school drop-outs, multi-problem families, recreation, among others.

The Committee notes the frequent lack of communication and co-operation between police services and social agencies where prevention programmes are being instituted. This precludes the most effective use of delinquency knowledge available. Police services are most knowledgeable regarding delinquency and this expertise should be called upon and used wherever possible.

Recommendations

The Select Committee recommends that:

264. A Department of Youth in co-operation with municipalities and private agencies assist in expanding the number of settlement houses and similar type agencies in the province.

* Brief submitted to the Select Committee on Youth of the Ontario Legislature by Central Neighbourhood House, 1964, p. 6-7.

** Brief submitted to the Select Committee on Youth of the Ontario Legislature by The University Settlement, Toronto, July, 1965, p. 5.

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265. A Department of Youth be a means of inter-communication for all settlement houses regarding prevention programmes as they are related to delinquency, neglect, housing needs of young people, drop-outs and tutoring for socially-deprived children. Conference opportunities in these areas should be encouraged by a Department of Youth.
266. A Department of Youth act in a consulting role with all youth service agencies in an endeavour to assist in promoting co-operative delinquency prevention programmes throughout the province.
267. Co-ordinated delinquency prevention programmes include representatives of the police services.
268. Research studies be promoted to assess appropriate delinquency prevention programmes for the teenager. Such study projects could be undertaken by settlement houses with some assistance from the Provincial Government.
269. When research projects reveal courses of social action, an implementation committee should follow up on such recommendations and the Department of Youth record and assist in communicating the information to those agencies seeking solutions to similar problems.

Children in Custody

Children placed in correctional custody usually have every avenue explored as a possible alternative before being committed to provincial training schools. Foster homes, group homes, working boys homes and hostels are all in short supply for boys and girls and in many cases, training schools are the only alternatives left to just leaving a child in the sometimes intolerable environment of his or her own home. Children should only be placed in correctional type institutions when:

1. the parental relationships have broken down to an extent where a child requiring an environment where close inter-personal relationships are not required of him for a period of time, and it is very difficult to establish positive adult relationships;
2. it is necessary for the protection of the community and/or the personal safety of the child;
3. a clinical diagnostic assessment indicates that a child's needs in terms of behaviour disturbance demands special residential care in a controlled setting. Example: the child who cannot be contained or controlled at home or in any open-type residential setting, but requires consistent application of simple rules and regulations.

Conversely of course, emotionally-disturbed, defective and other specifically handicapped children should not be placed in training schools simply because there is no appropriate facility for them. Training schools have definite limitations which are that they are not equipped or staffed to meet **all** the needs of children. Really they are designed for **delinquent children only**. Until community resources are equal to the needs, children will unfortunately be found in training schools who do not appropriately belong there.

Although there is little a residential correctional setting can do about such conditions, it is imperative that such institutions have standards developed for the operation and maintaining of consistent programmes of education, health and recreation supported by qualified staff. Staff-to-student ratios and classification procedures must meet acceptable norms based on the needs of the children — not the limitations of institutions.

Some submissions have suggested that the administration should be the responsibility of a department other than Reform Institutions. This would mean that all institutions caring for juveniles, whether they are neglected, in need of care and protection, or adjudged to be delinquent, can be committed to the care of authorities that are in no way connected with adult penal programmes. Such a department could make decisions as to what type of institution could best meet the needs of individual children, and thus alleviate the stigma now attached to a training school experience that persists in the public's mind.

A Youth Department would appear to be the appropriate jurisdiction for the treatment and rehabilitation of delinquent children. The training schools of the province are too closely related by connotation to the adult criminal reform programmes. Rehabilitation officers are not only interchangeable (dealing with juveniles and adults) but often carry caseloads of both children, from training schools, and men or women, from reformatories, at the same time. This is not a good practice. The overall philosophy of adult reform has often adversely affected the treatment of juveniles in our institutions in the past. Delinquent youth needs are separate from the rehabilitation and treatment needs of adults. They could best be attained, the Committee believes, by placing such responsibility under a Department of Youth. This department would maintain a positive approach towards youth needs and should also administer training schools as soon as practical to do so.

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For reasons similar to those expressed under the section, Special Institutions, p. 252 delinquent children should not be exposed to the stigma that does exist by being placed in institutions that are part of a reform programme, which includes adult criminals. Particularly in the area of rehabilitation, young persons under 16 years should have the supervision of special socially-oriented youth officers who are not devoting part of their time to adult rehabilitation. For it must be emphasized that the work of youth officers requires different attitudes and approaches than that required in the work of rehabilitating adults.

The needs of young people in custody over the juvenile age of 16 requires the same concern as those points discussed for juveniles.

One of the major concerns expressed on behalf of young offenders, has been the insistence that convicted individuals sentenced in our jails, should be given some useful work to do rather than be left to do nothing. For longer-term inmates, extensive use has been made of vocational training through special classification procedures. But such procedures must be designed to reform and assist the inmate in his ultimate rehabilitation, not merely be a work contribution to an institutional industry. This is most important. Financial returns on such industries are no criteria when measured against recidivism costs where men have been selected for their work capabilities, and not their vocational needs.

Recommendations

The Select Committee recommends that:

270. All training schools come under the jurisdiction of a Provincial Department of Youth. Children should not be placed in training schools without the facts being established in our courts that:

- (a) a diagnostic assessment indicates the child's needs in terms of behaviour disturbance demands special residential care in a controlled setting;
- (b) it is necessary for the protection of the community and/or the personal safety of the child.*

(The Honourable Thomas L. Wells dissented with Resolution No. 270 and made the following statement:

"In the 698 briefs received by the Committee there were only a few recommendations suggesting that training schools be removed from the

* Note recommendations re Half-way Houses as alternatives to training schools.

Department of Reform Institutions. Looking back, we find that these schools were formerly under the Department of Welfare and the Department of the Provincial Secretary. The government of the day, because of its concern, saw the need to establish a separate department, called the Department of Reform Institutions, where the focus would be on behaviour problems and social maladjustment.

“No matter what department the training schools are under, the students of these schools will still require a controlled setting. These juveniles are admitted by the courts usually after all other community facilities have failed with them and because they present a danger to themselves or to society.

“The proposed shifting to another department could result in a tremendous waste of professional staff, already in short supply, who are experts in the field of correction and serve both the adult and juvenile branches of the Department of Reform Institutions.

“Further, with the expected implementation of the Fauteaux Report, the number of adults in the care of the Department of Reform Institutions will be considerably reduced and this will allow for even greater concentration on juveniles”).)

271. Training school standards should be established that will ensure:

- (a) educational programmes consistent with those taught in the provincial public high school and vocational school systems.
- (b) recreational programmes that stress athletics, cultural arts, leisure time activities.
- (c) physical and mental health programmes insuring appropriate supervision and treatment at the professional level.
- (d) appropriate staff to student ratios.
- (e) classification procedures based on the needs of children and young persons.

272. Young offenders in reformatories should be placed in vocational shops and activities that are designed to assist the inmate in his ultimate rehabilitation and not necessarily be a work contribution to an institutional industry.

Delinquency Responsibility

In conclusion, the Committee has been most impressed with certain briefs that have expressed their concerns in the areas of "unreached and alienated youth". These submissions have recognized the urgency to identify delinquency needs, the gaps in our existing youth services, public education, long-range priority planning, and the relationship of future needs to existing governmental and voluntary planning organizations. It has been genuinely felt by the members that these important needs of youth will require special consideration, by a Provincial Department of Youth. Support for delinquency prevention programmes, financial assistance for broad research into delinquency, unreached and alienated youth are some instances. All problems related to the anti-social behaviour of youth should be given high priority by a Department of Youth. This Department should work closely with all dedicated, public-spirited and knowledgeable citizens who can help in the planning and implementation of delinquency research projects. There will continue to be great need for stronger volunteer support to give encouragement and direction to preventive delinquency programmes throughout the province. And this in itself must be encouraged.

Closer promulgation of relations between police and social agencies, schools and those government departments dealing with youth, should be a responsibility of The Department of Youth. With such co-ordination of the many and varied youth services already existing in Ontario, it would seem that a more concentrated and organized approach will be possible to fight delinquency. Such an organized approach to delinquency problems should be most effective when supported by a Provincial Department of Youth.

After examining many briefs and meeting large numbers of people who deal with the pre-delinquent and delinquent children of our province, the Committee believes that the basic problems of potential delinquency are intrinsically related to the home settings. Delinquent activity is usually ascribable to children who have experienced poor identification and inadequate emotional relationships with their parents early in their lives.

The home is the greatest single force in the community in the prevention and control of delinquency. When the home fails to provide socially acceptable standards of behaviour for the children in it, for what-

ever reasons, (marital breakdown, abuse of alcohol, immaturity) delinquency is almost an inevitable consequence. When the home fails in this primary responsibility, the combined resources in the community, of school, social agencies, police and welfare departments are the necessary substitutes. Therefore, if delinquency is to be reduced it must be at the home and neighbourhood levels, because this is where it has its roots, and where effective prevention can be undertaken by the combined efforts of community resources.

Because delinquency is a province-wide concern, it is fitting that a Provincial Department of Youth assume responsibility for leadership in this important work with wayward young people.

Recommendations

The Select Committee recommends that:

273. One of the principle responsibilities of a Department of Youth would be the total area of preventive delinquency such as co-ordinating of delinquency prevention resources, the treatment and rehabilitation of juvenile delinquency in custody, and assisting in delinquency research.
274. A Department of Youth encourage the participation of those public-spirited, and knowledgeable citizens from private and public life who can assist the government in the planning of delinquency prevention programmes, and the implementation of delinquency research projects wherever they may be required in the province.

MISCELLANEOUS

The Voting Age

Young people at age 18 to 20 today are generally more educated and more knowledgeable than any previous generation at the same age. One of the great weaknesses noted by the Committee in its many contacts with young people was the inability of adults to give youngsters responsibility commensurate with their knowledge and capability. Probably this has stemmed from the unfortunate image that has been created by those few irresponsible, often immature teenagers who all-too-frequently come to public attention. Certainly they do not typify nor represent the large numbers of stable and good living young persons who make up our great body of youth.

Many opinions have been expressed regarding the desirability of allowing young people under 21 the right to vote. Would a lower voting age be in keeping with the responsibility that should, and could, be sustained by young people and help them develop more responsible attitudes towards their communities?

After much study and discussion based on many submissions both for and against lowering the voting age, and material derived from provincial visitations across Canada, the Committee agreed that the minimum voting age in Ontario should be lowered. However, there were some differences of opinion among the members in respect to what the minimum age should be. It was felt by most members that the minimum age should be either 18 or 19 years rather than 21.

One of the reasons suggested in favour of a 19 year minimum was that at this age most young people have had an opportunity to be away from high school for approximately a year. During this time they have usually been able to make their own decisions and to mature either through attendance at universities or while employed in the work force.

It is believed that students at the entrance level of university or the work force of the province are sufficiently knowledgeable and responsible to intelligently exercise the franchise. Many such persons are married and raising families before they are 21. They pay taxes, fight for their country, drive cars, are treated as adults before the courts and in many other ways are accountable for their actions as adults in our society. Knowledge of the functions of democratic government and personal responsibility in the democratic process cannot claim much respect by a

group of intelligent young people who have no voice, within such a process.

At the present time the provinces of Canada are split equally on the question of a voting age other than 21; Alberta, British Columbia and Newfoundland favouring 19; Quebec and Saskatchewan 18, while the remaining provinces remain at 21.

Recommendation

The Select Committee recommends that:

275. The voting age in Ontario be reduced to 19 years. (Members dissenting in favour of 18 years — Murray Gaunt, M.P.P., Stephen Lewis, M.P.P., Bernard Newman, M.P.P., Richard Smith, M.P.P., and Thomas L. Wells, M.P.P.)

Legal Age for Billiards

For many years, billiard halls and pool rooms have carried a stigma that has no relation to the character of the game itself. Billiards is an entertaining and time-honoured game of skill, much in vogue in many homes and reputable institutions, such as the Y.M.C.A., Boys' Clubs and University game rooms.

Unfortunately in earlier years pool rooms have not always enjoyed good reputations. However, the Committee feels that many billiard operators throughout Ontario have striven to raise the standards of their parlor facilities with good results. This means that some of the restrictions enforced by the Minors' Protection Act could be relaxed to permit people younger than 18 years to play this game, provided that strict adherence to the enforcement of good standards of operation are maintained.

The elimination of the age limit in the Minors' Protection Act* would do much to encourage family participation in this game, if all members were permitted to play regardless of age.

Recommendation

The Select Committee recommends that:

276. There be no age restrictions for young people to play billiards in a licensed establishment.

* Minors' Protection Act, R.S.O. 1950, c. 238, s. 1.

The final report of the Ontario Legislature's Select Committee on Youth is hereby faithfully submitted.

C. J. SYLVANUS APPS, M.P.P. (Chairman)

C. J. Sylvanus Apps

Ellis P. MORNINGSTAR, M.P.P.

(Vice-Chairman)

Ellis P. Morningstar

Keith E. BUTLER, M.P.P.

Keith E. Butler

J. Fred EDWARDS, M.P.P.

J. Fred Edwards

Donald W. EWEN, M.P.P.

Donald W. Ewen

Murray GAUNT, M.P.P.

Murray Gaunt

Stephen LEWIS, M.P.P.

Stephen Lewis

Ronald K. McNEIL, M.P.P.

Ronald K. McNeil

Bernard NEWMAN, M.P.P.

Bernard Newman

George H. PECK, M.P.P.

George H. Peck

Russell D. ROWE, M.P.P.

Russell D. Rowe

Richard SMITH, M.P.P.

Richard Smith

The Honourable Thomas L. WELLS

Thomas L. Wells

March, 1967

COMMITTEE VISITATIONS

The Committee has undertaken the following visitations to meet with specialists and areas of special competence in almost every field of youth endeavour:

PROVINCE OF ONTARIO

July 21, 1964	Ontario Training School, Cobourg
July 21, 1964	Ontario Training School, Bowmanville
July 28, 1964	Ontario Training School (Girls) Lindsay
July 28, 1964	Ontario Camp Leadership Centre, (Girls) Bark Lake
July 29, 1964	Ontario Forest Ranger School, Dorset
August 25, 1964	Ontario Athletic Leadership Camp, (Boys) Lake Couchiching

November 16, 17, 1964 — The Committee visited the following special youth areas of St. Catharines:

St. Catharines Collegiate Institute
and Vocational School
Retarded Children's School
A.R.C. Industries (Work Training Centre
for Retarded young people)

November 30, December 1, 1964 — The Committee visited the following youth areas of Windsor:

Junior Achievement Organization
Red Cross School (for physically
handicapped children)
Western Institute of Technology
University of Windsor
Churchwood Metropolitan School for
Retarded Children
Retarded Children's School (sheltered
workshop for youths over 18)
King George Technical School
Teachers' College
Maryvale School (emotionally-disturbed girls)
Alicia Mason School (Junior Vocational School)

Appendices

December 7, 8, 1964 — The Kitchener Workshop included visitations to the following youth areas:

Orthoscopic Society (a probation programme for young first offenders)
 Sunnyside Senior Public School
 MacGregor Senior Public School
 St. Jerome's High School
 Margaret Avenue Senior Public School
 University of Waterloo
 Waterloo Collegiate Institute
 Kitchener Collegiate Institute
 Waterloo-Lutheran University
 Stanley Park Senior Public School
 Lincoln Heights
 Waterloo Pool Rooms
 Dominion Electric Industries
 National Employment Service
 Bauers' Limited
 Rockway Mennonite High School
 Eastwood Collegiate Institute
 Forest Heights Collegiate Institute

August 10, 1965 Central Command Cadet Camp, Camp Ipperwash

August 16, 1965 Junior Forest Ranger Camps at Grundy,
 George and McConnell Lakes

September 1, 1965 Metropolitan Toronto Juvenile and Family Court
 Judges Presiding:

Judge V. Lorne Stewart, Senior Judge
 Judge T. Moore, Associate Senior Judge
 Judge Norman K. Bennett
 Judge Margaret Chambers
 Judge William T. Little
 Judge George Sweeny

September 1, 1965 University Settlement House

September 1, 1965 Boys' Home, Toronto

September 2, 1965 Metropolitan Toronto Magistrates' Court
 (Court A) — Magistrate Joseph Addison

September 2, 1965 Warrendale (residential treatment centre for
 emotionally-disturbed)

September 2, 1965 Working Boys' Home, Toronto

November 30, 1965 Parkway Vocational School, Toronto

Appendix B

**QUESTIONNAIRE USED BY THE COMMITTEE DURING
VISITATIONS TO CANADIAN PROVINCES**

QUESTIONS OF GENERAL INFORMATION

1. What is the voting age, and what problems, if any, have been noted to exist because of this age?
2. What is the present juvenile age (the age beyond which a child may not be dealt with in a juvenile court)?
3. What variety of legislation exists pertaining to the age of an individual under 21 years, particularly in the areas of:
 - presence of young people in billiard halls,
 - consumption of alcohol,
 - sale of cigarettes,
 - curfew,
 - driver's licenses and any restriction of young drivers?
4. What departments of government deal with services specifically designed for youth? What method is employed to co-ordinate these services if there is no specified department for this purpose?
5. What proportion of the Federal-Provincial physical fitness grants are used by the province?
6. What is this money used for (projects, etc.)?

Comments:

EDUCATION:

1. How many grades of elementary and secondary school are there in the province?
2. What are the university admission requirements in this regard?
3. (a) Is sex education taught in the school system?
(b) What is the content?

Appendices

4. What is the state of guidance programmes in the primary and secondary areas of education:
 part-time,
 full-time,
 ratio of teachers to students, etc?
5. What is the compulsory requirements for physical education,
 elementary,
 secondary?
6. Are there any courses involving alcohol education, religious education, government and law, driver education?

Community use of school facilities after hours:

7. What facilities are available for special education in the following areas:
 emotionally-disturbed,
 perceptually handicapped,
 retarded,
 physically handicapped.
8. What type of programmes are there for language and citizenship education for new Canadians?
9. What efforts are made on behalf of Indian population?
10. What is the scholarship loan and bursary programme in the province?
11. What provision is made for research by the provincial government?

Community Colleges:

12. What is the primary need for these institutions as seen by the provincial government?
13. What are their basic objectives — technical training; academic training (progressing toward university degrees and adult education)?

14. What is the thinking respecting television and radio programmes?
15. What is the permissible school leaving age? Are working permits granted under this age?

Comments:

WELFARE

1. What is the state of professional counselling services and facilities?
2. What special institutions are available for:
retarded children,
emotionally-disturbed children, and
otherwise handicapped children?
3. What efforts are being made to increase the number of professional workers —
counselling, and
youth workers?
4. What preventive programmes are being undertaken in the province in the field of welfare, i.e.,
family services,
family counselling programmes?

Youth hostels in urban areas:

5. What opportunities are afforded youth in the areas of service to the community, province, etc.?

Comments:

HEALTH

1. What provisions for mental health clinics and out-patient services in the province?
2. Are these available to school children?
3. What department sponsors them?

Appendices

4. Are diagnostic and treatment services available to the schools, and on what basis?
5. What facilities are there for retarded children in the way of residential settings, sheltered workshops?
6. What are the conditions of the province respecting health service personnel, i.e., psychiatrists, psychologists and social workers?
7. What are the responsibilities of health care?
8. What are the problems in connection with alcohol treatment, drug addiction, glue sniffing and smoking?

Comments:

EMPLOYMENT

1. What are the apprenticeship programmes? Under what departmental jurisdiction?
2. Is there any employer compensation of on-the-job-training of trades men?
3. What degree of co-operation exists between industry and the schools of the province?
4. What employment services are there for handicapped youth, i.e.,
 blind,
 deaf,
 physically handicapped,
 retarded, etc.?
5. Is there any discrimination in employment practice, if so, how is it dealt with?
6. Is there any summer employment service for youth?
7. Are there any work and learn programmes in the universities?
8. What are the entrance requirements for apprenticeship?
9. What are the employment statistics?

RECREATION

1. What provincial leadership facilities are available?
2. How are community recreation needs met?
3. What financial aid is given to communities for recreation?
4. Is there any local co-ordination of recreation activities?
5. What recreational organization exists at the provincial government level?
6. What research is undertaken at the recreation level?
7. What staff and leadership training is available in the recreational field?

Comments:

CULTURE

1. What is the provincial programme for the arts?
(Visual, music, drama and the dance, library services, etc.)
2. What provincial moneys are spent on the arts, and what is the disposition of such funds?

Comments:

SPORTS

1. What provincial efforts are made to promote, encourage or control sports programmes throughout the province?
2. Is there any physical fitness programme or policy at the provincial level?
3. Has there been any assessment of the physical fitness level of youth or the general population in the province?

Appendices

4. How are community-centred sports operated?
5. Does the provincial government disburse funds or sports equipment to sports organizations?
6. Do physical fitness projects and sports activity include programming for girls?
7. Are there any provincial grants given to local communities for physical fitness facilities, arenas, pools, community centres, playgrounds?

Comments:

DELINQUENCY

1. Statistics regarding youth under 25 years.
2. Juvenile Age?
3. Are there any detached worker programmes?
4. What preventive delinquency programmes exist in the province?
5. What is the role of the police in the delinquency prevention programmes?
6. Are there youth bureau facilities in the large urban areas?
7. In juvenile courts, what clinical services are available to the courts?
8. How are probation officers used and in what numbers?
9. Criminal records and confidentiality of such records.
10. Driving age?
11. Enforcement of Deserted Wives and Children's Maintenance Act — what provisions and penalties?
12. To what extent is probation used for young people under 25?

Comments:

PROVINCES OF CANADA

PROVINCE OF ALBERTA

The Committee was most interested in visiting Alberta which was the only province in Canada with a full-fledged Department of Youth and its own Minister. Alberta enacted Legislation in April 1966, establishing a Provincial Department of Youth.

The Select Committee was welcomed to the province's capital city, Edmonton, by the Honourable Robert C. Clarke, the first Minister of the Department of Youth in Alberta, and members of the Alberta Department of Youth, October 19, 1966.

Arrangements were made for the Committee to discuss youth problems based on a questionnaire prepared by the Select Committee in advance of its provincial visitations*, following government departments during a two-day planned session. The agenda included:

Outline-Structure of the Department of Youth

Discussion on Policy — Structure-Programme

Tour of University of Alberta Physical Education Department

Representatives, Department of Health

Representatives, Department of Labour

Representatives, Department of Welfare

Representatives, Department of Education

Representatives, Department of the Treasury

Representatives, Department of the Attorney General

Representatives, Department of the Provincial Secretary

Staff of the Department of Youth

Edmonton officially welcomed the Committee and provided members with an opportunity to hear of the recreational programmes being undertaken in the city through the Parks and Recreation Department. During a visit to the University of Alberta the Committee saw a very advanced physical education programme complete with modern physical fitness laboratory testing equipment. The courtesy and information received through the efforts of the Province of Albert Government, was most appreciated.

* See copy of "Questionnaire" used by the Committee during provincial visitations, p. 299.

PROVINCE OF BRITISH COLUMBIA

Two areas were visited, Vancouver and Victoria, from October 21st to the 28th, inclusive.

In Vancouver His Worship Mayor Rathie through the Deputy City Clerk, Mr. D. H. Little, arranged a discussion session with City Welfare, Police, Children's Aid and other youth agency personnel.

A visit to Simon Fraser University at Burnaby, a beautifully located suburb of Vancouver, provided an opportunity for discussions with university officials regarding curriculum, the tri-mestre system of 16 weeks each. The Committee was particularly interested in the provisions for athletic scholarships being offered at Simon Fraser University.

W. Lorne Davies, Director of Athletics, said this about the scholarships:

"In order to make the student athlete concept a reality, the Board of Governors of Simon Fraser University established an open policy of giving financial aid to deserving student athletes in recognition for their abilities. This policy is the first in Canada. Interested businessmen and organizations realizing the worth of the student athlete concept, have donated sums of money for athletic awards. These awards are designed to reduce the financial burdens of obtaining an education for the student athlete. First, the student must have the ability to take university courses as judged by high school or university scholastic records. Second, the ability to engage in the University Athletic programme as judged by our observation or recommendations from coaches or people who are familiar with the athletic abilities of the person requesting the athletic award. Third, at Simon Fraser University, you are a student first and an athlete second."

The Deputy Minister of Social Welfare, Mr. E. R. Rickenson arranged for representatives of various departments of the government to meet with the Select Committee. Discussions were based on information requested in the Committee questionnaire* and included the following personnel of government departments responsible for specific areas of youth:

Assistant Superintendent (Instruction) Department of Education
Assistant Director of Adult Education, Department of Education

* Ibid.

Assistant Superintendent of Administration, Department of Education
Assistant Director of Technical Education, Department of Education
Director of Community Programmes, Department of Education
Director of Regional Services, Department of Welfare
Superintendent of Child Welfare, Department of Welfare
Director of Social Welfare, Department of Welfare
Assistant Deputy Attorney General, Department of the Attorney General
Solicitor to the Attorney General, Department of the Attorney General
Deputy Minister, Department of Health
Director of Administration, Department of Health

The Committee received excellent co-operation and information from all Members of the British Columbia Government and were pleased to be the guests of the Honourable W. D. Black, Minister of Social Welfare, who gave the Committee valuable time and information at this informal gathering with government officials.

PROVINCE OF MANITOBA

Winnipeg, the capital city of Manitoba, was visited on October 16th, 1966.

Through the efforts of Mr. A. J. Kitchen, Special Assistant, to the Deputy Minister of Welfare, the Committee met with the following agency and government personnel:

Provincial Psychiatrist

Director of Child Guidance Clinic, Greater Winnipeg

Senior Juvenile Court Judge, Winnipeg Juvenile and Family Court

Senior Staff Member, Neighbourhood Services Centre

Executive Director, Children's Aid Society of Winnipeg

Director of Corrections, Department of the Attorney General

Provincial Probation Officer

Community Welfare Planning Council

Department of Labour

Director of Fitness and Amateur Sport Branch, Department of Education

Appendices

The Committee was advised by the Honourable Duff Roblin, Premier of Manitoba, that the province was conducting a survey into the needs of youth and he expected some developments when this was completed.

Material and information from the discussion groups proved most helpful to the Committee in forming a background for information on youth for the better assessment of Ontario's needs in this area.

PROVINCE OF NEW BRUNSWICK

The Committee visited Fredericton, the provincial capital, September 13 and 14, 1966.

Through the efforts of the Premier, Louis J. Robichand, the Committee was able to meet officials of various departments of the government. The Minister, The Honourable J. D. MacCallum, and the Deputy Minister of the Department of Youth and Welfare, Brigadier Ernest Anderson, arranged through the Director, Mr. John Murrant, for the Committee to meet a number of provincial authorities in the areas of youth.

New Brunswick has a Department of Youth and Welfare which was established in 1960. The Youth Division is only beginning its efforts to provide every possible advantage to the young people of New Brunswick. Although it is felt that these beginning efforts have on the whole been successful, they are only an indication of what is possible in the future, and a small part of the plans which are gradually being developed. By maintaining close contact with youth organizations throughout the province and by keeping an open mind to new methods, projects and programmes, the Youth Division hopes to open many previously closed paths in the fields of education, sports and recreation.

New Brunswick's Youth Division has assisted in the formulation of 180 local youth agency councils with which close liaison is kept with the Provincial Department of Youth and Welfare by Youth Department field staff. In this way youth problems are constantly under scrutiny and needs are identified. In many cases, government support and advisory assistance is forthcoming in arriving at their solutions.

The Committee discussed youth problems with the following government department personnel.

The Honourable J. D. MacCullum, Minister of Youth and Welfare
Mr. John Murrant, Director of Youth, Department of Youth and Welfare

Regional Sports Supervisor, Department of Youth and Welfare
Youth Services Representative for the Fredericton Area,
Department of Youth and Welfare

Probation Services, Department of the Attorney General

Representatives from fields of primary and secondary schools, and
technical training programmes, Department of Education

Welfare Services of Day Nursery, Homemakers and Child Care
Services, Department of Welfare

Co-ordinator Public Clinical Services, Department of Health

Apprenticeship and Trade Training Programmes, Department of
Labour

A visit to the University of New Brunswick was arranged for the Committee which completed a very productive visit to this eastern province.

PROVINCE OF SASKATCHEWAN

Regina, the provincial capital city was visited on October 17th, 1966.

Premier W. Ross Thatcher, with the assistance of his Minister In-Charge of the Youth Agency, The Honourable C. P. MacDonald (also Minister of Welfare), arranged for the Committee to discuss with representatives of the following departments those common problems outlined in the terms of reference of the Select Committee:

Department of Education

Department of Public Health

Department of Natural Resources

Department of Welfare

Department of Labour

Provincial Youth Agency

Appendices

The Legislature of this province introduced an Act for the Promotion of Physical, Cultural and Social Activities of the youth of Saskatchewan in 1965. This Act is administered by an agency known as the Provincial Youth Agency under a Minister-In-Charge.

The Committee was invited to seminar discussions with Dr. Howard Nixon, the first Director of the Youth Agency, as well as Mr. Glenn Tuck, Acting Director of the Agency, who explained to the Committee the reasons for the steps taken that led to the promotion of the Provincial Youth Agency.

Problems of youth in Saskatchewan and the plans and activities of the Saskatchewan Youth Agency, were discussed in a special meeting with the Premier.

PROVINCE OF QUEBEC

The Select Committee visited Quebec City, the centre of provincial government for the Province of Quebec, September 11-13, 1966.

Premier Daniel Johnson, arranged for his Executive-Secretary, Mr. Peter White, to set up an itinerary for the Committee, involving personnel from the following departments of government dealing extensively with youth.

Director General de l'Enseignement Artistique, Department of Cultural Affairs

Director of Information, Department of Cultural Affairs

Director General des Arts et des Lettres, Department of Cultural Affairs

Director of the Cabinet, Department of Cultural Affairs

Honourable Jean Paul Cloutier, Minister of Health and Family Welfare, Department of Health and Family Welfare

Director General de la Diffusion de la Culture, Department of Cultural Affairs

Deputy Minister Roger Marier, Department Health and Family Welfare

Director of Adjoining Service Welfare of Children and Youth, Department of Health and Family Welfare.

Director of General Administration, Department of Health and Family Welfare

Director of Programme and Research, Department of Health and Family Welfare

Chief of the Division of Placement, Department of Health and Family Welfare

Secretary of the Department of Health and Family Welfare

Director of Education, Department of Education

Inspector from Inspection Branch, Department of Education

Director of Curriculum, Department of Education

Executive Assistant, Department of Education

From this visit in Quebec the Committee learned of the recommendations of the Royal Commission of Inquiry on Education, as a result of which the Government of the Province of Quebec proclaimed a Ministry of Education on May 13th, 1964.*

The Committee was most impressed with the Cultural Arts programme being undertaken by the Department of Cultural Affairs. This Department has Art Training Schools, Conservatory of Music and Drama, and all staff are civil servants. All Centenary projects in Quebec must be related to culture, i.e., 70 Centennial projects of which 20 are devoted to theatre and drama, others include physical fitness projects designed artistically — swimming pools, etc.

The overall budget for 1965-1966 for the Department was \$7,-800,000, of which \$1,250,000 was spent on capital expenditures. In 1966-67, the budget for Cultural Arts is \$11,500,000 of which \$3,200,000 will be devoted to capital expenditures.

The Committee viewed some fine pieces of sculpture in the mediums of Quebec forest products that have been created by world-famous artists and are located in parklands adjacent to the Plains of Abraham.

* Revised Statutes of Québec, 1964, Chapt. 234.

VISITATIONS TO THE UNITED STATES OF AMERICA

STATE OF CALIFORNIA

The following visitations while in the State of California will give some idea of the extent and variety of youth services observed by the committee October 13-23, 1964:

University of Southern California

This is a large American university located in Los Angeles. Here the Committee discussed many of the educational problems of the state and studied the junior college system, which is being undertaken in this province.

Juvenile Hall

This is a modern detention observation home for delinquents with four major divisions that takes care of children

- (1) under nine years,
- (2) ten to fourteen years,
- (3) from fourteen to seventeen years, and
- (4) from eighteen to twenty-one years.

Special educational programmes commensurate with the ability of each group complete with case work services characterizes this city of Oakland institution.

San Mateo Junior College

This junior college near San Francisco is second to no state or private university college in terms of facilities. Beautifully located on a landscaped campus overlooking the sea, it provides training for 7,000 day students and 11,500 night students for twelve months of the year from 8 a.m. to 11 p.m. Over half the students are engaged in Arts degree courses and will transfer to state or private universities at the end of their second year.

Almedo Home for Girls

This is a half-way institution between the courts in California and the training schools, which are under the California Youth Authority. The

Almedo Home has seventy girls between twelve and nineteen. Twenty-four are allocated to each residence. Nearly all of the housekeepers and cooks, who are attached to these residences, are full time socially-trained probation staff. This is an open institution. Being a community home it has great value because of its proximity to the relatives of the children.

Arroyo Viejo (Recreation Centre)

A modern recreation centre in Oakland serving a mixed population in a medium-class residential area. It is an all purpose, all-age recreation centre operated out of public funds by the civil service.

Unemployment Services for Youth

This is a branch of the Oakland City Employment Service area which is a very large section all under one roof. All types of applicants, from college students to the completely unskilled workers, come for assistance and about 4,500 placements are made a year.

Juvenile Division of the Oakland Police Force

This youth division consists of thirty-seven officers and three clerks. Two officers are assigned to each of six high school districts. There is close liaison with other members of the police force, which is aided by numerous conferences at a variety of levels. Thirteen thousand juveniles came through this division in 1963.

Youth Opportunity Board of Greater Los Angeles

The Youth Opportunity Board of Greater Los Angeles is doing research work and training with hard-to-reach youth between the ages of sixteen and twenty-one. It is fundamentally a crash programme to reach youth in one of the highest delinquency areas of Los Angeles.

Los Guielucos School for Girls

A training school for girls between the ages of thirteen and twenty-one under the California Youth Authority. The average population runs from 180 to 200. Because of the large number of resources in the State of California, this state institution has a very high percentage of severely disturbed girls. The feature of the school is the presence of clinically-trained personnel for each cottage residence.

Neighbourhood House, Oakland

This neighbourhood unit started out in a relatively poor and ill-kept building. This has been out-grown and they have a new modern building

Appendices

that serves approximately 178 youngsters. The building is located in a section of the city where 65 per cent of the eighteen to twenty-one year olds of the entire community are on welfare. Sixty-five per cent of the group handled by the Neighbourhood House are successfully rehabilitated and employed.

Ciros Boys' Camp

Ciros Boys' Camp, in the environs of San Francisco, consists of a ninety-boy dormitory for young men between fourteen and twenty-one years under a programme of work involving the Parks Department who supervise physical labour projects and recreational centres. This camp is under the California Youth Authority (delinquents).

Los Angeles County Department of Community Services

A city department formed to endeavour to prevent delinquency. Staffed with fourteen consultants who are well trained, help is given to each of the eighty-five areas of Los Angeles County in conjunction with a co-ordinating council made up of various service clubs and youth agencies to assist all amateur and professional groups dealing with young people.

State Capital Visit

A visit to the State Capital, Sacramento, afforded the Committee an opportunity to meet with the state authorities concerned with welfare, delinquency and general education.

Palo Alto Recreation and Community Centre

This is an ultra recreation community centre featuring drama theatre facilities. It is strategically located in a beautiful and wealthy city where the average annual salary income is \$8,000.00.

William F. James Boys' Ranch — Santa Clara

A school and agricultural programme institution with two separate age divisions, (a) thirteen to fifteen, and (b) fifteen to eighteen. Although the 108 young people in this institution are wards of the court, they are not the hard-core delinquent type found in state institutions. Recidivism was rated at 16 per cent, which is exceptionally low. Age 18 is the cut-off point for statistical purposes.

California Conference on Youth

This was a conference of multi-discipline professional workers from almost every field of youth work in the state. Small seminar discussions

made up the programme supported by authoritative leaders in all groups. The Select Committee took part in the seminar discussions.

City College of Sacramento

A junior college similar to San Mateo, serving 5,000 day students and 2,000 night students. Approximately half of the local high school graduates attend this junior college.

San Marin Junior College

Another interesting junior college serving 2,000 full-time day students and 4,000 evening students. Research studies indicate junior college students do well on transfer from Arts courses to universities.

Las Palmas School for Girls

This is a maximum security state institution for 100 girls between the ages of fourteen and eighteen. They are referred to the institution by juvenile court judges. There are ten girls to a residence located in very pleasant surroundings. They are well staffed with counsellors and other trained personnel.

Driving Education

Driving education is under the direction of a licensing department of the state and this is a very large department handling millions of operators' licenses and car vehicle licenses, with all responsibilities pertaining to the recording of vehicles and operators in the state. Driving education is taught primarily by the high schools. A student can be given a license for one semester of driver training at the age of fourteen or over. There is a special instruction permit granted to a student at fifteen and a half years, which becomes automatically a valid license at sixteen years of age.

Delinquency Control Institute

This institution is operated under the school of public administration of the University of Southern California, which consists of classes for law enforcement officers who come from all over the United States. They study gang activities, gang welfare, youth development and juvenile law. The staff consists of a psychiatrist, two social workers, one sociologist and five enforcement officers of law in juvenile work financed through private sources.

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Camp Karl Holden

For delinquent boys between the ages of sixteen and eighteen. The training programme concentrates on making a boy employable, developing good work habits and good attitudes. The camp is located close to the community from which the boys come. A probation officer makes recommendation as to the institution most appropriate for the boy concerned. Capacity: 92 boys.

STATE OF MICHIGAN

The Committee visited Flint, Michigan, October 27, 28, 29, 1965, to learn of the many aspects of the Community School Programme undertaken by the Flint Board of Education and the Mott Foundation. "The Lighted School House" is both a symbol and a fact in Flint, Michigan — representing the community schools, open "around the clock — around the year" for the use of the total community. Beginning with special concern for children, the Flint Programme discovered the practical necessity of working with people of all ages — since all the factors making a community affect the lives of children.

Flint Board of Education involves the community school as the medium through which to accomplish its objectives. In order to put "unity" in "community" there must be a centre of community activity — just as the one-room school of yesterday's rural America once served. Flint's development of the community school adapts this appropriate traditional function of the school to the needs of a modern industrial city.

The Committee wishes to express appreciation to Mr. Larry Briggs, Co-ordinator of Conference and Visitations, and to the many persons responsible for facilitating the Committee's visitation to Flint.

STATE OF NEW JERSEY

Camp Kilmer, Edison, New Jersey, was visited on December 6 and 7, 1965. This is an urban Job Opportunity Corps Centre for the training and rehabilitation of out-of-school unemployed youth of the United States.

The Camp Kilmer experiment was unique in that a private corporation, the Federal Electric Company, contracted with the Federal Office of Economic Opportunity to operate an educational programme, with a vocational emphasis. The Committee would like to acknowledge the assistance of officials of the Federal Electric Company, especially Mr. T. E. Leigh, Supervisor of the Visitors' Bureau, and Mr. H. Chadwick, Director of the Camp. The camp occupies a deactivated, demobilization army barracks.

WASHINGTON, D.C.

The Select Committee visited Washington, D.C. November 13-15, 1966, to confer and discuss youth programmes in the United States with representatives of the Children's Bureau.

Mrs. Katherine B. Oettinger, Chief of the Children's Bureau, Department of Health, Education and Welfare, prepared an effective two-day agenda with the assistance of Mr. Lincoln Daniels, Presiding Chief of the Community Services Branch, which entailed the following Discussion Guide:

General	Apprenticeship Training
Social Services	Program Assessment
Health Services	Educational System
Juvenile Delinquency	Special Education
Youth Employment	Federal Grants
Physical Fitness	Cultural
Recreation	Planning — Federal, State, Local
Youth Department	

Federal Resource persons involved in the above discussions:

Children's Bureau, Department of Health, Education Welfare

Mr. Lincoln Daniels, Presiding Chief, Community Services Branch

Miss Mary Blake, Assistant to Chief for Co-operative Planning

Dr. Alice J. Turek, Consultant on Maternal and Child Health

Miss Jeanne Jewitt, Assistant Director, Division of Social Services

Office of Education, Department of Health, Education and Welfare

Mr. Pat O. Mancini, Senior Program Specialist, Bureau of Elementary and Secondary Education

Department of Labor

Mrs. Jane Perry, Branch of Youth Standards, Bureau of Labor Standards

Miss Gertrude Bancroft, Special Assistant to the Commissioner, Bureau of Labor Standards

Mr. Clarence Eldridge, Chief, Division of International Activities, Apprenticeship Training

Mr. Anthony Fantaci, Chief, Division of Youth Employment and Guidance Services — Youth Opportunity Centers, Bureau of Employment Security

Appendices

President's Council on Physical Fitness

Mr. V. L. Nicholson, Director of Information

The role of the Children's Bureau has always been a fact-finding one, that could lead to better health and welfare for mothers and children, and to report those facts to the nation so that they can be of maximum use to parents and to professional groups, both public and voluntary.

An extensive programme of physical fitness has been undertaken in the United States as a result of the formation of the President's Council on Physical Fitness. Since the late President J. F. Kennedy re-organized the Council, 22 states out of 50 now have laws respecting physical fitness.

The Committee learned much regarding the relationship between Federal and State governments in respect to co-operative programmes affecting youth, particularly physical fitness, delinquency, health and welfare.

Appendix D

SUBMISSIONS HEARD IN ONTARIO CITIES

The Select Committee on Youth heard testimony on the needs of youth in **St. Catharines, November 16th and 17th, 1964**, under the auspices of the St. Catharines Workshop Committee. Appreciation is particularly due Alderman Myles Lesson (Chairman), and these members of the St. Catharines Workshop Committee: Norm Moyler, Dalton Clark, C. C. Baker, James McGill, Craig Swayze, Don Nicholson.

The following groups participated with the Committee at the public community workshop:

1. National Secretary's Association
2. Board of Education
3. Thompson Products
4. Boy Scouts Association (St. Catharines Council)
5. English Club of St. Catharines
6. Niagara Youth Calvinist League
7. Gyrette Club
8. St. Thomas Anglican Young People
9. National Employment Service

10. Lions' Club
11. Lincoln 4-H Club
12. St. Catharines Police Department
13. St. Catharines and District Arts Council
14. St. Catharines Public Library
15. Winter Club of St. Catharines
16. Navy League of Canada
17. St. Paul's Street United Church
18. St. Catharines-Lincoln Health Unit
19. Girl Guides
20. St. Catharines Diocesan Council of Catholic Parents' and Teachers' Association
21. Welfare Department
22. Young Men's Christian Association
23. 4-H Grape Club
24. St. Catharines Recreation Commission
25. Mennonite Church
26. St. Catharines Business College
27. Queen Street Baptist Church
28. Junior Chamber of Commerce
29. Women's Auxiliary
30. United Auto Workers of America Local 525
31. Catholic Women's League of Canada
32. Local Council of Women
33. Young Women's Christian Association
34. Ontario Federation of Home and School Association
35. University Women's Club
36. Canadian Association of Consumers
37. Handicap Association
38. Lightening Fastening Company Limited
39. Arts' Council
40. Home and School Council (Public Schools)
41. Conservative Women's Association
42. Municipal Chapter Imperial Daughters of the Empire
43. The St. Catharines Symphony Association

Appendices

The Select Committee on Youth heard testimony on the needs of youth in **Windsor, November 30th, 1964 and December 1st, 1964**, under the auspices of the Windsor Workshop Committee. The Select Committee is grateful to Gerald W. Dawson, Chairman, and to the following members of the Windsor Workshop Committee: Dr. T. C. White, Peter Freel, Sgt. Herbert Boyd, Brian Turnbull.

The submissions listed below were presented to the Committee at the public community workshop:

1. Alpha Kai Omega Fraternity
2. Mic Mac Club of Windsor
3. Junior Achievement
4. Department of Parks and Recreation
5. Windsor Council of Churches
6. Young Christian Students and Workers
7. May Court Club of Windsor
8. Windsor Group Therapy Project
9. Catholic Children's Aid Society
10. Board of Education
11. Windsor Public Library
12. Windsor Police Department
13. Township of Sandwich East
14. Youth Service Committee of the Social Planning Division of the United Community Service
15. Young Men's — Young Women's Christian Association
16. Central Committee Catholic Women's League
17. Girl Guides of Canada, Windsor Division
18. Rotary Club of Windsor
19. Willistead Art Gallery
20. Windsor Home and School Council

The Select Committee on Youth heard testimony on the needs of youth in **Kitchener, December 7th and 8th, 1964**, under the auspices of the Kitchener-Waterloo Workshop Committee. The Select Committee is grateful to Joe Connell, Chairman, and to the following members of the Kitchener-Waterloo Workshop Committee: Fred Snyder, Doug Gellatly, Claude Brodeur, Bill Whiting, Fred Speckeen, Don Groff.

The following groups participated with the Committee at the public community workshop at the Kitchener Y.M.C.A.:

1. Kitchener Recreation Department
2. Waterloo Community Services
3. Kitchener Public Schools
4. Waterloo Public Schools
5. Elementary Separate Schools
6. Kitchener-Waterloo Secondary Schools
7. St. Jerome's Separate High School
8. St. Mary's Separate High School
9. Rockway Mennonite School
10. Waterloo Lutheran University
11. University of Waterloo
12. Kitchener-Waterloo Kiwanis Club
13. Kitchener Rotary Club
14. Waterloo Rotary Club
15. Kitchener Lions Club
16. Waterloo Lions Club
17. Kitchener-Waterloo Gyro Club
18. Kitchener-Waterloo Optimist Club
19. Kitchener-Waterloo Y's Men's Club
20. Pan Politae Y's Men's Club
21. Kitchener-Waterloo Sertoma Club
22. St. Jerome's University
23. St. Paul's United College
24. Renison College
25. Conrad Grebel College
26. Notre Dame College
27. Resurrection College
28. Kitchener-Waterloo Young Men's Christian Association
29. Kitchener-Waterloo Young Women's Christian Association
30. Catholic Youth Organization
31. B'Nai B'Rith
32. Canadian Legion, Branch 50

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33. 48th Field Squadron
34. No. 12 Medical Company
35. Estonian Club
36. No. 137 Coy R.C.A.S.C.
37. 404 Wing Air Cadets
38. Waterloo County Children's Aid Society
39. Kitchener-Waterloo Family Service Bureau
40. Kitchener-Waterloo Catholic Social Services
41. Boy Scouts of Canada, Kitchener Council
42. Girl Guides
43. Juvenile Branch, Kitchener Police
44. Probation Officer
45. John Howard Society
46. Big Brother Association
47. Mental Health Clinic
48. Concordia Club
49. Transylvania Club
50. Kitchener-Waterloo Ministerial Association
51. Waterloo Deanery Anglican Clergy
52. Lutheran Ministerial Association
53. Kitchener-Waterloo Council of Chambers
54. Orthoscopic Society
55. Police Boys Athletic Association
56. Minor Hockey League
57. Minor Football
58. Minor Softball
59. Minor Lacrosse
60. Ontario Registered Music Teachers
61. Retarded Children's Association
62. National Employment Service
63. Kitchener Fire Department
64. Kitchener-Waterloo Little Theatre
65. Doon School of Fine Arts
66. Kitchener-Waterloo and District Home and School Council

67. Parent-Teachers Association
68. Children's International Summer Villages
69. Waterloo Tennis Club
70. Kitchener-Waterloo Hospital Nursing School
71. St. Mary's Hospital Nursing School

A special Workshop and Seminar was held in Kitchener, January 18, 1965, featuring the young people of Kitchener, who discussed the same terms of reference as the adults. The meeting was held at the Kitchener-Waterloo Collegiate. The Committee was most impressed with the youth presentations and discussions.

The Select Committee on Youth heard testimony on the needs of youth in **Sudbury, January 14th and 15th, 1965**, under the auspices of the Mayor's Committee on Youth. The Committee is grateful to His Worship Mayor Joseph Fabbro, and to the following members of the Mayor's Committee on Youth: George Kormos, General Chairman, Rev. Regimbal, Lionel Burgess, Maurice Regimbal, Bob Bateman, Gordon Whalen, Errol Gibson, Ellis Hazen, E. Wainwright, Bob Keir, O. Cecutti, Rev. A. L. Roblin, Controller G. Hartman.

The submissions listed below were presented to the Committee at the public hearing at the Sudbury Public Library:

1. United Steel Workers — Local 6500
2. Young Women's Christian Association
3. Sudbury Dolphin Scuba Club
4. Sudbury District Football Association
5. Sudbury Public Library
6. Ukranian National Federation
7. Sudbury Youth Centre
8. Sudbury and District Association for Retarded Children
9. Sudbury Public School Principals Council
10. Children's Aid Society
11. Art's Guild
12. Club Montessori
13. Italian Society of Copper Cliff
14. Sudbury Canoe Club
15. Marymount College

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16. Nickel Belt Ballet Company
17. Nickel Belt Badminton Association
18. Canadian Vocational Training — Program 5
19. Nickelteen Ski Club
20. St. Charles College Students' Council
21. Young Men's Christian Association
22. Youth of French Expression
23. Laurentian University
24. Jeunesse Musicale
25. Youth Centre
26. Oak Island Camp
27. Public School Teachers' Council
28. Sudbury Arts and Crafts Club
29. Sudbury Skating Club
30. Navy League
31. Blue Saints Drum Corps
32. Boy Scouts of Canada, Sudbury District Council
33. Civitas Christie
34. Les Petites Souers De L'Assumption
35. International Union of Mine, Mill and Smelter Workers (Canada)
36. Oanping Ski Runners
37. Catholic Youth Organization
38. Creighton Lively Conservation Club
39. Sudbury Association for the Deaf and Hard of Hearing
40. Nickel District Secondary School Athletic Association
41. Jeunesse Ouvriere Chretiene (Young Christian Workers)
42. A. Ernie J. Checkeris (Personal Submission)
43. Tony Demarco (Personal Submission)
44. Errol Gibson (Personal Submission)
45. Rev. A. L. Roblin (Personal Submission)
46. Rev. A. Regimbal (Personal Submission)
47. Bernard G. LeBlanc (Personal Submission)

The Select Committee on Youth heard testimony on the needs of youth in **Hamilton, June 14th and 15th, 1965**, under the auspices of the Mayor's Committee on Youth. The Select Committee is grateful to His Worship Mayor V. K. Copps, and to the following members of the Mayor's Committee on Youth: G. R. Force, Chairman, R. M. Collier, D. A. R. Pepper, P. W. Diebel, P. Traynor.

The submissions listed below were presented to the Committee at the public hearing in the City Council Chambers:

1. Hamilton East Kiwanis Boys' Club
2. Hamilton Recreation Department
3. National Employment Service
4. The Greater Hamilton Young Men's Christian Association
5. Young Women's Christian Association
6. Big Brother Association of Hamilton
7. Big Sister Association of Hamilton, Inc.
8. Canadian Girls In Training — Hamilton Board
9. Hamilton District Ladies' Basketball Association
Hamilton Minor Ladies' Basketball Association
10. Hamilton and District Youth Anonymous
11. Family Service Agency of Hamilton
12. United Electrical Radio and Machine Workers of America
13. Social Planning Council of Hamilton and District
14. John Howard Society of Hamilton
15. Boy Scouts of Canada — Hamilton District Council
16. Catholic Youth Organization
17. Wesley Centre Institution
18. Burlington Recreation Committee
19. Hamilton and District Labour Council
20. Hamilton Police Minor Athletic Association
21. Victorian Order of Nurses
22. Hamilton Public Library Board
23. Hamilton Handicap Club
24. Canadian Cancer Society
25. Young People Society "Immanuel"
26. The Optimist Club of Hamilton

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27. The Hamilton Health Association
28. Hamilton Civic Hospitals
29. The Canadian Red Cross Society
30. Hamilton Aquatic Club
31. The Evangelical Lutheran Immigration and Service Centre
32. Women's Auxiliary
33. The Hamilton Department of Health

The Select Committee on Youth heard testimony on the needs of youth in **Niagara Falls, June 16th, 1965**, under the auspices of the Mayor's Committee on Youth. The Select Committee is grateful to His Worship Mayor Robert F. Keighan, and to the following members of the Mayor's Committee on Youth:

Arnold McAdorey, Lin. Titley, Ian McLeod, Bill Wilkerson, G. (Rae) Dahmer.

The submissions listed below were presented to the Committee at the public hearing in the City Council Chambers:

1. Welland and District Health Unit
2. Greater Niagara Big Sisters Association
3. Seventh Day Adventist Church
4. Mr. S. H. Howe (Personal Submission)
5. Niagara Falls Girls' Work Board
6. Niagara Deanery Holy Name Society Youth Committee
7. Young Women's Christian Association
8. Niagara Falls Separate School Board
9. Alpha Omega Hi-Y
10. Greater Niagara Home and School Council
11. Ontario Secondary School Teachers' Federation—District 9
12. Greater Niagara Church Basketball Association
13. Stamford Centre Volunteer Firemen's Association
14. Royal Canadian Sea Cadet Corps
15. Greater Niagara Big Brothers Association Inc.
16. Niagara Frontier Youth for Christ
17. Mr. J. E. Youldon (Personal Submission)
18. Kinsmen Club of Niagara Falls

19. Gamma Sigma Fraternity International
20. The Boys' Club of Greater Niagara
21. Mr. F. Devlin (Personal Submission)
22. St. David's United Church
23. Rev. L. Rooney (Personal Submission)

The Select Committee on Youth heard testimony on the needs of youth in **Welland, June 17th, 1965**, under the auspices of the Mayor's Committee on Youth. The Select Committee is grateful to His Worship Mayor Allan Pietz, Mr. J. Ballantyne, Chairman of the Mayor's Committee on Youth and to his fellow Committee men.

The submissions listed below were presented to the Committee at the public hearing in the City Council Chambers:

1. Mr. Paul Arculas (Personal Submission)
2. The United Steelworkers of America
3. Welland High & Vocational School Staff
4. Mental Health Clinic, Welland County General Hospital
5. Staff and Members of All Peoples Industrial Parish
6. Les Guides Catholiques du Canada
7. Welland District Association for Retarded Incorporated
8. Welland Recreation Committee
9. National Council of Jewish Women of Canada
10. The Knights of Columbus, Council 2146
11. United Electrical Radio & Machine Workers of America
12. The Allie Spencer Chapter, Independent Order Daughters of the Empire
13. Girl Guides of Canada, Welland Division Council
14. Canadian Vocational Training
15. Welland Minor Baseball Association
16. The Principals of Separate Schools, Welland
17. Student Council, Welland High & Vocational School
18. Welland Public School Principals' Association
19. Welland Area Young Men's Christian Association & Young Women's Christian Association
20. Welland Eastdale Secondary School

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21. Form 10H, Welland High & Vocational School
22. Welland County Children's Aid Society
23. Welland Canal Area Ministerial Association
24. Welland National Employment Service
25. Holy Trinity Church
26. The Salvation Army
27. District Council, Boy Scout Association
28. The Greater Welland Home and School Council
29. University Women's Club
30. Canadian Steelworkers Union, Atlas Division
31. Welland Public Library
32. The Welland Cius Club
33. Northwest Recreation & Activity Centre
34. The Royal Canadian Legion, Branch No. 4
35. Mr. A. Kuska (Personal Submission)
36. Mr. David A. Dick (Personal Submission)
37. Mr. F. W. Nygren (Personal Submission)

The Select Committee on Youth heard testimony on the needs of youth in **North Bay, July 12th, 1965**, under the auspices of the Mayor's Committee on Youth. The Select Committee is grateful to His Worship Mayor Cecil H. Hewitt, and to the following members of the Mayor's Committee on Youth: Rev. C. W. Cope, Very Rev. Monsignor B. F. Pappin, P. Blunt, J. W. Cripps, R. Barton, M. J. Whatmore, J. Weston, Nestor Prisco, Alderman C. Beattie, Alderman B. Kyle, Alderman N. Mallory.

The submissions listed below were presented to the Committee at the public hearing in North Bay in the Juvenile Court House:

1. Les Compagnons Des Francs Loisirs
2. Mr. M. J. Curtis (Personal Submission)
3. Boy Scouts' Association, Nipissing District
4. North Bay & District Young Men's Christian Association
5. Mrs. L. Parker (Personal Submission)
6. Widdifield Secondary School
7. Catholic Youth Organization
8. The Children's Aid Society of the District of Nipissing

The Select Committee on Youth heard testimony on the needs of youth in **Timmins, July 13, 1965**, under the auspices of the Mayor's Committee on Youth. The Select Committee is grateful to His Worship Mayor Leo Del Villano, and to the following members of the Mayor's Committee on Youth: Coun. J. A. Pince, Chairman, Austin Jelbert, Gerry Barkwell, Gregory Reynolds, Lionel Gauthier, Fred Purificati, Jack Roger.

The submissions listed below were presented to the Committee at the public hearing in the City Council Chambers:

1. Spruce Needles Golf Club
2. Porcupine Festival of Music
3. Timmins Separate School Board
4. Timmins Porcupine Chamber of Commerce
5. Campus "65"
6. Timmins High & Vocational School Concert Band
7. Notre Dame de Lourdes Parish
8. Timmins Safety Council
9. Timmins Majorettes
10. Drama Club of Timmins High & Vocational School
11. Mrs. Marcel Perrault (Personal Submission)
12. Laura Rycag, Students of Timmins High & Vocational School
13. The Timmins & District Horticultural Society
14. William Boychuk (Personal Submission)
15. Garth A. Brillinger (Personal Submission)
16. Timmins Jaycees
17. Senior Girls' Hi-Y of Timmins High & Vocational School
18. Mayor's Committee on Youth
19. Jack Abramson (Personal Submission)

The Select Committee on Youth heard testimony on the needs of youth in **Port Arthur & Fort William, July 15th, 1965**, under the auspices of the Lakehead Youth Committee. The Select Committee is grateful to His Worship Mayor E. Reed of Fort William, His Worship Mayor S. Laskin of Port Arthur, and to the following members of the Lakehead Youth Committee: R. Wittenburg, Chairman, H. Brain, R. B. McCormack, W. Morgan, R. R. Tuokko.

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The submissions listed below were presented to the Committee at the public hearing in Port Arthur at the Prince Arthur Hotel:

1. Port Arthur — Fort William High School Students' Councils
2. The Port Arthur Youth Anonymous Group
3. Boy Scouts of Canada — Fort William and Port Arthur Districts
4. Louis L. Peltier, Jr. (Personal Submission) — Fort William
5. Dr. G. H. Morrison (Personal Submission) — Fort William
6. Amateur Athletic Union — Thunder Bay Region
7. Little League Baseball — Ontario District No. 3
8. Ron Knight (Personal Submission) — Port Arthur
9. The Christian Family Movement
10. Mrs. A. Ball (Personal Submission) — Geraldton, Ont.
11. Port Arthur Young Men's Christian Association & Young Women's Christian Association
12. Port Arthur Council of Clergy
13. Mr. Xavier Michon (Personal Submission) — Port Arthur
14. Recreation Departments of Keewatin & Kenora
15. Carpenters & Joiners Ladies' Auxiliary Local 740 — Port Arthur
16. W. James Griffis, (Personal Submission) — Port Arthur
17. Fort William Rowing Club
18. Educational Needs of Youth in the Kenora area
19. The Addiction and Research Foundation — Fort William
20. The Juvenile and Family Court for the District of Thunder Bay
21. Fort William Ski Club Inc.
22. Study of Youth — Kenora
23. Red Lake Recreation Committee
24. Port Arthur Public Library Board
25. Children's Aid Society of Kenora
26. Ken-Teen-Ville, Kenora
27. Elks Lodge
28. William Davies (Personal Submission) — Fort William
29. North End Volunteer Recreation Association

30. Fort William Minor Hockey Association
31. The Salvation Army Lakehead Florence Booth Home for Unwed Mothers
32. Lakehead Society of Fine Arts
33. Royal Canadian Sea Cadet Corps
34. Lakehead Chess Club
35. TOC Alpha Movement
36. Terrace Bay Recreation Association
37. Board of Education — Port Arthur
38. Volunteer Pool Recreation Association
39. Red Rock Recreation Department
40. Citizens Committee — Kenora
41. Dick Wilson (Personal Submission) — Port Arthur

The Select Committee on Youth heard testimony on the needs of youth in **Ottawa, September 6th & 7th, 1965**, under the auspices of the Mayor's Committee on Youth. The Select Committee is grateful to His Worship Mayor Don Reid, and to the following members of the Mayor's Committee on Youth: Maurice Egan, Chairman, Stuart Butts, George Cummings, Tom Daly, Daniel Forget, Melane Hotz, Nap Kapinsky, Martha Racine, W. M. Zimmerman.

The submissions listed below were presented to the Committee at the public hearing in the City Council Chambers:

1. Citizens' Committee on Children
2. Catholic Family Service
3. The Children's Aid Society of Ottawa
4. The Ottawa & District Association for Retarded Children
5. Sisters of Service
6. Ottawa Local Council of Women
7. Youth Services Bureau
8. The Elizabeth Fry Society of Ottawa
9. Ottawa Archdiocesan Council of Catholic Parent-Teacher Associations
10. The Ottawa Separate School Board
11. Ottawa Welfare Council
12. Ottawa Parents of the Deaf and Hard of Hearing Association

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13. The Department of Public Welfare
14. Canadian Society for the Prevention of Crime (The Dominies)
15. Kiwanis Club of Manotick
16. Synod of the Diocese of Ottawa, Anglican Church of Canada
17. Youth Services Bureau (Forensic Clinic)
18. Ottawa & District Boys' Work Board
19. Ottawa Section National Council of Jewish Women
20. The Visiting Homemakers Association
21. John Howard Society of Ottawa
22. Catholic Youth Organization
23. The Ottawa Day Nursery
24. Hawthorne Community Association
25. Les Scouts Catholiques Du Canada
26. The Rideau Canoe Club Inc.
27. Centre for Human Relations and Community Studies
28. Babe Ruth Leagues
29. The Preschool Parents Centre
30. Adventure in Love
31. Ottawa Boys' Club
32. Boy Scouts of Canada, Ottawa District Council
33. Ottawa District Council
34. Federation De La Jeunesse Etudiante Catholique
35. The Canadian Council on Religion and the Homosexual
36. Key Club International
37. The Joan of Arc Institute
38. Youth Liaison Section, Ottawa Police Department
39. Le Jeunesse Independante Catholique
40. The Italian Business & Professional Men's Association of Ottawa
41. Patro St. Vincent-De-Paul
42. Family Service Centre
43. Le Club Richelieu
44. Young Men's Christian Association and Young Women's Christian Association

45. Youth Services Bureau —
1964-65 Leadership Training Planning Committee
46. Ottawa Public School Board
47. Ottawa Esperanto Society
48. The County of Carleton Law Association
49. Study-Action Group on Psychiatric Services to Courts
50. The School of Psychology & Education, University of
Ottawa

The Select Committee on Youth heard testimony on the needs of youth in **Brantford, September 13th, 1965**, under the auspices of the Local Steering Committee. The Select Committee is grateful to His Worship Mayor Dick Beckett, and to the following members of the Local Steering Committee: Wm. Campbell, Chairman, Ron Donaldson, Alderman Ken Hodges, Bert Beaumont.

The submissions listed below were presented to the Committee at the public hearing in Brantford at the Central Presbyterian Church Hall:

1. The Children's Aid Society of Brant County
2. The Brantford & Brant County Council of Home and
School Associations
3. Brantford Young Men's Christian Association and
Young Women's Christian Association
4. Brantford Young Men's Christian Association and Young
Women's Christian Association — Youth Group
5. Glenhyrst Arts Council
6. Mick Milligan (Personal Submission)
7. Brantford School of Instrumental Music
8. Brantford Football Association
9. Inter-School Council for the High School Red Cross
10. Summary of Public Meeting — Community Welfare Council
of Brantford and Brant County
11. The Community Welfare Council of Brantford & Brant
County

The following is a list of submissions presented to the Committee but not heard:

1. Brantford Minor Baseball Association
2. Brantford Police Department — Juvenile Bureau

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3. Brantford Track & Field Club
4. Group of Youth Leaders
5. Mrs. M. Osborne (Personal Submission)
6. Brantford University Women's Club

The Select Committee on Youth heard testimony on the needs of youth in **London, September 14th & 15th, 1965**, under the auspices of the Mayor's Committee on Youth. The Select Committee is grateful to His Worship Mayor Gordon Stronach, and to the following members of the Mayor's Committee on Youth: Wm. Farquharson, Chairman, Madeleine Werner, John Halcrow, T. E. Albion, Terry Ferris, Walter Johnson, Robert Fallis, Wm. Pillsworth, Kenneth Burgess, James Casburn.

The submissions listed below were presented to the Committee at the public hearing in the City Council Chambers:

1. The London Rescue Mission
2. Legion Memorial Boys' Club
3. The Ontario Vocational Centre
4. The London Board of Education
5. The London Youth Symphony Orchestra
6. (London "Y" Aquatic Club) Canadian Amateur Swimming Association
7. Young Men's Christian Association and
Young Women's Christian Association
8. Boy Scouts of Canada London District Council
9. The London & District Association for the Mentally Retarded
10. The London District Crippled Children's Treatment Centre
11. The Ontario Hospital
12. Byron Optimist Club
13. Mountsfield District Athletic Association
14. London Minor Soccer Association
15. Public Utilities Commission, Recreation Department
16. Sir Adam Beck Home & School Association
17. Jack Warwick (Personal Submission)
18. The London Committee on Young Offenders
19. London Public Library and Art Museum
20. Girl Guides of Canada, Middlesex Division

21. The Society of St. Vincent de Paul Youth Conference
22. London and Middlesex Church Boys' Work Board
23. The Canadian Dance Teachers' Association
24. Young Offenders Committee, United Community Services

The Select Committee on Youth heard testimony on the needs of youth in **Sarnia, September 16th, 1965**, under the auspices of the local committee. The Select Committee is grateful to His Worship Mayor H. Ross, and to the following members of the local committee: G. N. Strickland, Chairman, Graham Reid, Kenneth Leckie, Geoff Lane, Betty Shute.

The submissions listed below were presented to the Committee at the public hearing in the City Council Chambers:

1. Ministerial Association & The Priests' Conference of London
2. Children's Aid Society
3. Young Men's Christian Association and Young Women's Christian Association
4. Steering Committee, Junior Achievement
5. Girl Guides of Canada, Lambton Division
6. Boy Scout Association, Sarnia District Council
7. Board of Parks and Recreation, City of Sarnia
8. Mr. Howard Watson (Personal Submission)
9. Students' Council, Sarnia Collegiate Institute & Technical School
10. Sarnia Social Service Bureau
11. Mr. Verne E. Whatley (Personal Submission)
12. Sarnia Police Department
13. Board of Parks & Recreation, City of Sarnia
14. Welfare Department, City of Sarnia
15. Sarnia Minor Athletic Association
16. Key Club, Sarnia Collegiate Institute & Technical School
17. Students' Council, St. Clair Secondary School
18. Students' Council, Central Collegiate
19. SO-CO-MO Association Bowling Committee, (Sombra-Courtwright-Moore Townships)

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20. Students' Council, Northern Collegiate Institute
21. SO-CO-MO Minor Athletic Association
(Sombra-Courtwright-Moore Townships)
22. M. M. Philpott (Personal Submission)
23. National Employment Office, City of Sarnia

The Select Committee on Youth heard testimony on the needs of youth in **Peterborough, September 27th & 28th, 1965**, under the auspices of the Local Co-Ordinating Committee. The Select Committee is grateful to His Worship Mayor Gordon Powell, and to the following members of the Local Co-Ordinating Committee: John deN. Kennedy, Chairman, Dr. Eldon P. Ray, Ken Robinson, Robert Porter, Laverne O'Connor, Rev. G. V. Gaughan, Leslie Reichardt.

The submissions listed below were presented to the Committee at the public hearing in the City Council Chambers:

1. Preventative and Counselling Services Subcommittee
2. Peterborough and District Association for Retarded Children
3. A. R. White (Personal Submission)
4. Bruno Morawetz (Personal Submission)
5. Catholic Youth Organization
6. Education Subcommittee
7. Recreation Subcommittee
8. Culture Subcommittee
9. Employment Subcommittee
10. Detention Homes for Youth Subcommittee
11. Branch 452, Royal Canadian Legion
12. Rev. T. B. Asbell (Personal Submission)
13. Youth Committee of Local 524 United Electrical Radio and Machine Workers of America
14. The Children's Aid Society
15. John Howard Society, Peterborough Branch
16. Mrs. Hunter (Personal Submission)
17. Mr. David Delehaye (Personal Submission)
18. Mr. Bill Hamilton (Personal Submission)

The Select Committee on Youth heard testimony on the needs of youth in **Oshawa, November 15th, 1965**, under the auspices of the Citizens' Committee on Youth. The Select Committee is grateful to Mr. Stewart R. Alger, Chairman, and to the following members of the Citizen's Committee on Youth: Thomas L. Wilson, Percy W. Manuel, Rev. Marshall Beriault, Wendell Brewster, Gordon Garrison, Gerry Gellette, Ruth Higgins, Bernard Lewis, Harold McNeill, Bernard Muzeen.

The submissions listed below were presented to the Committee at the public hearing in the City Council Chambers:

1. The Women's Welfare League of Oshawa
2. The Welfare Department of the City of Oshawa
Re: Simcoe Hall Crippled Children's School and
Treatment Centre
3. Children's Aid Society
4. The Social Planning Council of Oshawa
5. Juvenile and Family Court
6. Kingsway College
7. Oshawa Ministerial Association
8. Young Women's Christian Association
9. The Ontario Association for Children with Learning
Disabilities
10. Oshawa Recreation Department
11. The Keystone Club
12. The Women's Welfare League of Oshawa
Re: Simcoe Hall Settlement House
13. Band of the Ontario Regiment
14. Board of Education, Department of Physical Health
and Safety Education
15. C. M. Elliott (Personal Submission)
16. Branch 43, Royal Canadian Legion
17. Central Collegiate Institute
18. Anonymous Submission (Youth)
19. F. S. Wotton (Personal Submission)
20. Oshawa Folk Festival
21. The Get-Together Club
22. Girl Guides of Canada, Oshawa Division

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23. Oshawa Health Department
24. The Oshawa Jaycees
25. McLaughlin Public Library
26. Oshawa Police Department
27. The Rotary Club of Oshawa
28. The Kiwanis Club of Oshawa
29. Education Committee, Chamber of Commerce of Oshawa
30. Robt. R. Cornish (Personal Submission)
31. William McCarthy (Personal Submission)
32. Oshawa Boy Scouts

The Select Committee on Youth heard testimony on the needs of youth in **Kingston, November 16th, 1965**, under the auspices of the Mayor's Committee on Youth. The Select Committee is grateful to His Worship Mayor R. Fray, and to the following members of the Mayor's Committee on Youth: P. Swan, Chairman, Professor F. L. Bartlett, W. Hamilton, Alderman K. Keyes, W. J. Shea, W. Kearney.

The submissions listed below were presented to the Committee at the public hearing in the City Council Chambers:

1. The Association of Women Electors
2. Kingston Police Department
3. The Ontario Probation Service
4. Kingston's Juvenile and Family Court
5. John Howard Society of Kingston
6. The Church Athletic League
7. The Kingston Community Welfare Council
8. Kingston Young Men's Christian Association and Young Women's Christian Association
9. Kingston Recreation Committee
10. Kingston Public School Guidance Department
11. Kingston Parks and Property Department
12. Secondary School Students
13. Kingston and District Secondary School Teachers
14. Brigantine Incorporated
15. The Gallery Association of the Agnes Etherington Art Centre
16. Kingston Nursery Education Association

17. Kingston Ministerial Association
18. The Children's Aid Society of the City of Kingston and the County of Frontenac
19. Kingston Township Recreation Committee
20. Kingston and District Association for Retarded Children
21. Mr. and Mrs. M. J. Rutherford (Personal Submission)

The following is a list of submissions presented to the Committee but not heard:

1. Royal Canadian Sea Cadet Corps
2. Day Care Centre
3. Rotary-Kiwanis Minor Hockey
4. Kingston & District Minor Soccer Association
5. Kingston Track and Field Club
6. Kingston Art Classes
7. Kingston Separate School Board
8. Catholic Youth Organization
9. St. John Ambulance Brigade #82
10. The South Frontenac District Council Boy Scouts of Canada
11. Municipal Chapter, I.O.D.E.
12. The Cataraqui Canoe Club
13. Kingscourt Little League
14. The Golden Horseshoe Club
15. Church of St. John the Apostle (Catholic)
16. No. 66 Cadet Nursing Division
17. Victorian Order of Nurses for Canada
18. Mr. Walter J. Holsgrove (Personal Submission)
19. City of Kingston Fire Department
20. Kingston Midget Baseball League
21. Kingston District Council, Boy Scouts of Canada
22. Students' Council Organization of Sydenham High School
23. Sunnyside Children's Centre
24. Kingston Collegiate & Vocational Institute
25. Mrs. P. W. Budgell (Personal Submission)

Appendices

The Select Committee on Youth heard testimony on the needs of youth in **Cornwall, November 17th, 1965**, under the auspices of the Citizen's Committee on Youth. The Select Committee is grateful to His Worship Mayor Elzear Emard and to the following members of the Citizen's Committee on Youth: Rev. R. Villeneuve, Chairman, Harold Sheilds, V. Burson, Magistrate P. C. Bergeron, F. Johnson, D. Donihee, J. Sturgeon, H. Gow.

The submissions listed below were presented to the Committee at the public hearing in the City Council Chambers:

1. The Citizens' Committee on Youth
2. Cornwall Parks & Recreation Committee
3. La Jeunesse Ouvriere Catholique (Young Christian Workers)
4. Children's Aid Society
5. Cornwall Public Library Board
6. Family Service Bureau
7. Cornwall Welfare Department
8. Royal Canadian Legion, Branch 297
9. St. Michael's Academy
10. Cornwall College Student Council
11. Cornwall College
12. St. Columban's Parish Centre
13. Pre-Clinical Students of St. Joseph's School of Nursing
14. Mr. H. M. Preece (Personal Submission)
15. Director for Religious Education, Diocese of Alexandria
16. Cornwall & District Figure Skating Club
17. Kiwanis Club
18. Les Scouts Catholiques Du Canada
19. Young Men's Christian Association and Young Women's Christian Association

SUBMISSIONS HEAD AT QUEEN'S PARK, TORONTO

The Committee has received delegations that have presented the following briefs with full discussion.

1. July 20, 1964 Community Programs Branch,
Ontario Department of Education
2. September 14, 1964 Ontario Federation of Home and
School Associations
3. September 14, 1964 Consultation for Action on
Unreached Youth
4. September 22, 1964 Technological and Trades Training
Branch, Department of Education
5. September 28, 1964 Alcoholism and Drug Addiction
Research Foundation
6. September 29, 1964 Young Women's Christian Association
7. October 6, 1964 Evangelical Church of the Deaf
8. October 6, 1964 Department of Agriculture
Extension Branch
9. October 26, 1964 St. Christopher House
10. October 26, 1964 Central Neighbourhood House
11. October 27, 1964 Indian-Eskimo Association of Canada
12. October 27, 1964 United Nations Association in
Canada, Toronto Branch
13. November 2, 1964 Toronto Brigantine Incorporated
14. November 2, 1964 Counselling Foundation of Canada
and Y.M.C.A. Counselling Services
15. November 9, 1964 Rotary Club of Toronto
16. November 9, 1964 Boy Scouts of Canada,
Provincial Council for Ontario
17. November 10, 1964 Canadian Youth Hostels Association
18. November 23, 1964 Elizabeth Fry Society
19. November 23, 1964 Italian Community Education Centre
(COSTI)
20. November 23, 1964 Community College, Discussion Group
21. November 24, 1964 Warrendale
22. November 24, 1964 Boys' Village

Appendices

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| 23. | December 14, 1964 | Canadian Association for Adult Education |
| 24. | December 14, 1964 | Metropolitan Toronto Children's Aid |
| 25. | December 15, 1964 | Catholic Youth Organization |
| 26. | December 15, 1964 | Federation of Anglers and Hunters |
| 27. | December 15, 1964 | Ontario Association for Retarded Children |
| 28. | December 15, 1964 | Canadian Scholarship Trust Foundation |
| 29. | December 28, 1964 | The Federation of Ontario Naturalists |
| 30. | December 28, 1964 | Canadian National Institute for the Blind |
| 31. | December 28, 1964 | Township of Scarborough,
Recreation and Parks Department |
| 32. | December 28, 1964 | Canadian Bandmasters' Association |
| 33. | December 29, 1964 | Canadian Mental Health Association,
Ontario Division |
| 34. | December 29, 1964 | Canadian Hearing Society |
| 35. | December 29, 1964 | Navy League of Canada, Ontario
Division |
| 36. | January 7, 1965 | Ontario Recreation Association |
| 37. | January 7, 1965 | Ontario Teachers' Federation |
| 38. | June 6, 1965 | Ontario Physical Fitness Study
Committee |
| 39. | June 28, 1965 | Metropolitan Toronto Police Department,
Youth Bureau |
| 40. | June 28, 1965 | Ontario Welfare Council |
| 41. | June 28, 1965 | Resource Rangers |
| 42. | June 28, 1965 | Big Sister Association |
| 43. | June 28, 1965 | Big Brother Movement of Toronto |
| 44. | June 29, 1965 | Bernard Green, Walter Fox,
Roderick Wessels, of the Faculty of
Law of the University of Toronto |
| 45. | June 29, 1965 | Parents Council for Special Education
for Metropolitan Toronto |
| 46. | June 29, 1965 | Metropolitan Educational Television
Association |
| 47. | June 29, 1965 | Ontario Federation of School
Athletic Association |

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| 48. | June 29, 1965 | United Electrical, Radio, & Machine Workers of America |
| 49. | July 26, 1965 | Ontario Association for Children with Learning Disabilities |
| 50. | July 26, 1965 | Canadian Drum Corps Association |
| 51. | July 26, 1965 | Greater Toronto Billiard Owners' Association |
| 52. | July 27, 1965 | Canadian Hemophillia Society, Ontario Chapter |
| 53. | July 27, 1965 | University Settlement House |
| 54. | July 27, 1965 | Hospital for Sick Children |
| 55. | July 27, 1965 | Heads of Guidance Departments in the Senior Secondary Schools in the Township of North York |
| 56. | August 4, 1965 | Communist Party of Canada, Ontario Committee |
| 57. | August 4, 1965 | Knights of the Round Table |
| 58. | August 5, 1965 | Ontario Council of Christian Education |
| 59. | August 5, 1965 | Grand Orange Lodge of Ontario West |
| 60. | August 5, 1965 | Federation of Catholic Parent-Teacher Associations |
| 61. | August 5, 1965 | Royal Life Saving Society of Canada |
| 62. | August 6, 1965 | Ontario Department of Labour |
| 63. | August 6, 1965 | Corporation of the Township of North York |
| 64. | September 29, 1965 | Junior Red Cross and Water Safety Committee |
| 65. | September 29, 1965 | Ontario Medical Association |
| 66. | September 29, 1965 | Ontario Department of Education |
| 67. | September 29, 1965 | Department of University Affairs |
| 68. | September 30, 1965 | Young Men's Christian Association |
| 69. | September 30, 1965 | Salvation Army — Education Department |
| 70. | September 30, 1965 | Corporation of the Township of York, Parks and Recreation Department |
| 71. | September 30, 1965 | Jewish Family & Child Service |
| 72. | September 30, 1965 | United Church of Canada |

Appendices

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| 73. | October 18, 1965 | Ontario Hockey Association |
| 74. | October 18, 1965 | Society of Directors of Municipal Recreation in Ontario |
| 75. | October 18, 1965 | Jeunesse Ouvriere Chretienne |
| 76. | October 18, 1965 | Board of Education
Child Adjustment Services |
| 77. | October 19, 1965 | Ontario Camping Association |
| 78. | October 19, 1965 | National Employment Service |
| 79. | October 19, 1965 | Art Gallery of Toronto |
| 80. | October 19, 1965 | Friendly Project Committee |
| 81. | October 20, 1965 | Department of Reform Institutions |
| 82. | October 20, 1965 | The Citizenship Division,
Department of the Provincial Secretary & Citizenship |
| 83. | October 20, 1965 | John Howard Society of Ontario |
| 84. | November 9, 1965 | Department of the Attorney General |
| 85. | November 9, 1965 | Ontario Welfare Department |
| 86. | November 9, 1965 | Toronto Boys' Home |
| 87. | November 9, 1965 | Ontario Provincial Police |
| 88. | November 10, 1965 | National Hockey League |
| 89. | November 10, 1965 | Art Institute of Ontario |
| 90. | November 10, 1965 | Ontario Department of Health |
| 91. | November 10, 1965 | Metropolitan Toronto Separate School Board |
| 92. | November 29, 1965 | International Institute of Metropolitan Toronto |
| 93. | November 29, 1965 | The Faculty of Music of the University of Toronto and Royal Conservatory of Music |
| 94. | November 29, 1965 | Young Christian Workers of Ontario |
| 95. | November 29, 1965 | B'Nai B'Rith Youth Organization, Southern Ontario Region |
| 96. | November 29, 1965 | Ontario Library Association |
| 97. | November 30, 1965 | Friends of Canadian-Polish Youth Inc. |
| 98. | November 30, 1965 | Social Planning Council of Metropolitan Toronto |

99.	November 30, 1965	Ontario Lacrosse Association
100.	November 30, 1965	Health & Welfare Committee of the Youth Advisory Board
101.	December 1, 1965	Frontier College
102.	December 1, 1965	Toronto Educational Encouragement
103.	December 1, 1965	The Men's Physical Education Section of the Ontario Educational Association
104.	December 1, 1965	Vaughan Co-Operative Nursery School
*105.	November 24, 1965	The London Public Library and Art Museum
*106.	November 26, 1965	The Alcoholism & Drug Addiction Research Foundation
*107.	December 3, 1965	Victoria Day Nursery
*108.	December 9, 1965	Ontario Region of the Canadian Union of Students
*109.	December 9, 1965	John XXIII Youth Guidance Centre
*110.	January 10, 1966	Citizens Committee on Alienated Youth
*111.	February 22, 1966	Canadian Keswick Youth Conference and Camps
*112.	November, 1966	Toronto Ski Club Judge George Sweeny
*113.	November, 1966	York County Educational Research Council, Dr. Hurst, Newmarket

Personal submissions presented at Queen's Park, Toronto, or forwarded to the Select Committee on Youth.

1.	June, 1964	Mr. Maurice Egan, Director, Youth Services Bureau, Ottawa Welfare Council
2.	June, 1964	His Honour V. Lorne Stewart, Senior Judge, Metropolitan Toronto Juvenile and Family Court
3.	June, 1964	Rev. J. Elton Davidge, Youth Secretary, The United Church of Canada
4.	August, 1965	Miss M. P. Whelan — Penetang, Ontario

* Briefs submitted after deadline.

Appendices

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|--------------------|---|
| 5. August, 1965 | Mrs. E. Rutherford — Arden, Ontario |
| 6. November, 1965 | Mr. Dennis W. Lewis — Oakville, Ontario |
| 7. December, 1965 | Mr. A. V. Godden — Don Mills, Ontario |
| 8. December, 1965 | Mrs. J. Gross — Toronto, Ontario |
| 9. December, 1965 | Mrs. A. Grassby — Sudbury, Ontario |
| 10. December, 1965 | Mr. V. L. Scollen — Don Mills, Ontario |
| 11. January, 1965 | Mrs. E. Hackett, Downsview, Ontario |
| 12. January, 1966 | Mr. George C. Boyer — Kincardine, Ontario |
| 13. January, 1966 | Mr. Ron Dancey — Oshawa |

Appendix E

RESEARCH QUESTIONNAIRE RE: COUNSELLING TRENDS

A research project was undertaken by the professional staff of the Select Committee in the area of professional counselling personnel in Ontario, (psychiatrists, psychologists, social workers and sociologists). To assist in gathering the data two questionnaires were used.

The attached questionnaire (i) was directed to Canadian university Departments of Social Work, Psychiatry, Psychology and Sociology. Also attached is questionnaire (ii) which was sent to a selected sample of social agencies in Ontario. The section **Counselling Trends** in this report, page 162, was compiled chiefly from the data obtained from these questionnaires.

The Committee is grateful and hereby acknowledges the promptness and interest accorded their research staff by the many university and agency persons who provided the material for this project.

See questionnaires which follow:

Questionnaire [i]

Name: _____

The following is the information the Committee seeks:

(a) **PRESENT PROFESSIONAL STAFF**

For purposes of this manpower survey, a professional staff worker is:

- (1) a baccalaureate degree graduate with at least some academic professional training at the master's or doctoral level
- (2) in the behavioural sciences which are identified as: psychology, social work, sociology, psychiatry and special education.

Number of professionally trained personnel in your agency, organization, institution or government department _____

Number of non-professional staff _____

(This does not include clerical, minor administrative or custodial personnel.)

(b) **COMPARATIVE DATA**

For comparative purposes would you please indicate:

- (1) The number of professionally trained and non-professionally trained staff employed by your agency, organization, or government department at approximately this time in the year 1960.

Professionally trained _____

Non-professionally trained _____

- (2) The number of professionally trained and non-professionally trained personnel which you anticipate by the year 1970.

Professionally trained _____

Non-Professionally trained _____

Appendices

Questionnaire [ii]

SPECIAL SERVICES

		School Year	
	1960-61	1965-66	1970-71
Guidance Services			
Consultants	_____	_____	_____
Guidance Counsellors in Schools	_____	_____	_____
Child Adjustment Services*	_____	_____	_____
Psychological Services**	_____	_____	_____
Special Education Consultants	_____	_____	_____
Teachers in Schools	_____	_____	_____
Research Services***	_____	_____	_____

Comment

Appendix F

SUMMARY OF A RESEARCH REPORT

An early report on the population trends, education and the labour force statistics was undertaken by Mr. George Repar, a member of the research staff of the Select Committee in September, 1964, which has some valid and worthwhile observations that merit a place in this study. A summary of the major points in this report follows in the form of a summary compiled by Mr. Repar.

* Home visiting services, home permits and employment certificates, co-ordinating service with other community agencies.

** Psychological testing, diagnosis, consultation and referral.

*** Planning, information surveys, longitudinal studies, research directory.

**A PRELIMINARY REPORT TO
THE LEGISLATURE'S SELECT COMMITTEE ON YOUTH
(summary)***

It is appropriate to indicate where we have been and where we have not been, in this report. We began with the central notion that some knowledge of the trends in population growth was absolutely essential. Accordingly, we began our profile of youth by describing in terms of absolute numbers the size of the "youth" sector of the population, the term "youth" having reference to those 5 to 24 years of age.

Our focus was primarily on how and why these changes were taking place. Briefly, we noted that: (a) up until the middle of the 1940-50 decade, roughly 16-19 years ago, natural increases were relatively constant and low. In the post-war period births began to skyrocket. At the 1951 census there were 514.7 thousand infants 0-4 years of age, or an increase in that age sector of 72.8 per cent over a ten-year period. This trend was thought to be simply a short term post-war phenomenon and that increases would soon level-off to the pre-war period.

The significant fact for our purposes is that it did not happen — almost every year since, has seen substantially higher birth rates. Thus, the number of infants 0-4 years of age reached 740.1 thousands in 1961. Practitioners of population projection may differ in the final predictions they arrive at, but they nevertheless agree on one thing, namely, that the birth rates will continue to be high and are not expected to level-off in the foreseeable future.

The first wave of this so-called "population explosion" already falls within the terms of reference of the Select Committee on Youth. But the numbers of youth within the age span 5 to 24 inclusive which are expected are staggering. Here are some current estimates (1961): in the 5-14 age group, there were 1,268,000; by 1981 this figure is likely to increase to slightly over 2 million. In the 5-24 age group, there were 823,000; by 1981 this figure is expected to double to over 1.6 million. In other words, the Committee will be faced with the prospect of 1.5 million more youth falling within its terms of reference by 1981. This is the inescapable fact which will have to be reckoned with.

* Repar, G. *A Preliminary Report to the Legislature's Select Committee*. Toronto: (mimeographed), 1964, P. 41.

Appendices

School enrolments mirrored the basic growth in the numbers of young people; large increases have occurred at all levels and this trend is unlikely to be halted. More and more students are remaining in school longer and longer. Participation rates at all levels of education seem to be increasing from year to year reflecting the fundamental beliefs and requirements of our industrial province.

We then dealt with the changing character of the work world and noticed that:

- (1) the period of the 1950's produced significant changes in the distribution of the labour force among occupations as the result of: (a) a rapid increase in white-collar and service workers; (b) a relatively slow growth in manual occupations; and (c) an absolute decline in agriculture and resource occupations. The fastest rate of growth by managerial and professional occupations, while the largest absolute increase was made by clerical, sales and kindred occupations.
- (2) unemployment rates were much higher for people with low educational levels
- (3) unemployment rates were much higher for males than for females
- (4) unemployment was higher for young people in the age category 15-19 than for the age category 20-24
- (5) unemployment rates were higher in manual occupations.

In the last section we briefly considered the institutionalized population. No outstanding trends were evidenced except that males outnumbered females in correctional institutions and mental institutions.

Many central questions remain for further research, only two are offered for the Committee's consideration at this time.

- (a) lists have already been prepared which outline the various programmes which governmental agencies offer for the youth of this province. It is suggested that a full-scale survey be conducted and a report prepared which outlines in detail the nature of the activities and programmes which are already offered by existing government bodies.

- (b) we need to know much more about the out-of-school unemployed youth in this province. Here it is suggested that a further study report in detail on the nature and extent of school drop-outs and the employment situation which these youth are potentially faced with.

Appendix G

INTERNATIONAL CORRESPONDENCE AND LITERATURE

The Select Committee acknowledges, with sincere appreciation the interest and assistance submissions made by the following International Embassies. Their views expressed in books and pamphlets on the subject of youth provided informative perspectives for the Research Staff of the Committee.

Australia

England

France

Hungary

Japan

Norway

Sweden

Denmark

Finland

Germany

Italy

New Zealand

Russia

Switzerland

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SUMMARY OF RECOMMENDATIONS

A PROVINCIAL DEPARTMENT OF YOUTH

The Select Committee recommends that:

1. A separate Provincial Department of Youth, with its own Cabinet Minister, should be formed at the earliest convenience of the Legislature.
2. This Department of Youth should have the power to establish committees, select staff, and submit a budget in the accepted manner of any other department of government.
3. The Department of Youth's responsibilities include the identification of gaps in youth services that are not being met by existing government departments or private youth agencies. This should then be followed up with seeking practical solutions for these gaps. Some of these now include the need for half-way homes, preventive delinquency programmes, widespread need for residential and treatment facilities for emotionally-disturbed children, sheltered workshops for the handicapped and resources for deprived youth.
4. An advisory committee of Ontario youth (under 25 years) be selected on a regional basis by a Department of Youth. This committee would be of assistance to the Department in dealing with certain areas of youth needs.
5. A permanent committee of senior officials from all government departments providing youth services be established within the Department of Youth. This would help achieve the much-needed co-ordination and co-operation of youth services and government departments dealing with youth matters such as emotionally-disturbed youth, delinquent and "hard to reach" young people, drop-outs (including those who have been "dropped" by our existing services).
6. A Department of Youth act on a consultant basis to departments of government and youth agencies throughout the province when requested, in the areas of research and programming for youth needs.
7. A Department of Youth undertake a physical fitness policy and programme for youth throughout the province, supplemental to the formal physical education programmes within the Department of Education.

8. A Department of Youth be responsible for the following areas:

- (a) Administration of grants pertaining to youth under;
 - (i) Physical Fitness Agreements with the Federal Government;
 - (ii) Department of Agriculture grants for swimming pools, arenas, and community centres (Community Centres Act);
 - (iii) Athletic Commission (Department of Labour) grants for sports equipment to athletic organizations in the province.
- (b) Provide assistance for the establishment of local youth agency councils for all communities requesting such a facility.
- (c) Establish close advisory and liaison connections with such councils, and assist them financially when youth needs have been definitely established.
- (d) Assist in promoting youth participation in community and provincial service projects under guidance of local youth agency councils.
- (e) The collecting and dissemination of youth and youth service information to social agencies and the public on a province-wide basis.
- (f) Promoting and financially assisting research in all youth-oriented areas — locally and provincially.
- (g) The encouragement of amateur sports through financial assistance and advisory service throughout Ontario.
- (h) Recreation for people of any age through a more positive use of neighbourhood resources, notably public and secondary school buildings and facilities supervised and organized by recreational personnel in collaboration with school authorities.
- (i) Youth services, presently being administered by other government departments:
 - (1) Athletic Commission,
 - (2) Community Programmes Branch,
 - (3) Youth Branch,
 - (4) Ontario Council for the Arts
 - (5) Training Schools.

Summary of Recommendations

- (j) A fully integrated research programme dealing with youth. Many areas now cross several departmental lines of responsibility and require a co-ordinated and "total youth" directed inquiry into several areas such as, delinquency, multi-handicapped children, rehabilitation of children with a variety of social and health problems, the "drop-out", and so-called unreached or alienated youth.
- (k) Stimulation of cultural arts in the province by providing imaginative and practical programmes relating to art and music appreciation, and encouragement of creative artists, in all art forms, by annual awards for literature (best works in all literary forms, poetry, short stories, plays), music (best orchestral, solo instrumental, and choral works), sculpture, visual art and other art forms.
- (l) The promotion of Canadian cultural arts, financially and culturally, through a broader programme by the Ontario Council for the Arts.

EDUCATION

The Select Committee recommends that:

Sex Education

- 9. Sex education be undertaken by the schools as part of a core of social subject matter that would include family living, alcohol, drugs and smoking. This course should be given in appropriate depth beginning at elementary school and continuing through Grade 13.
- 10. (a) The Department of Education is the appropriate authority to supervise and prescribe such a course after adequate research has been undertaken in collaboration with recognized authorities to determine the content for each school year level.
- (b) The Committee recognizes that this is a sensitive area with special requirements. It is most important that teachers responsible for this subject have not only special training, but also have mature, well-adjusted personalities as well.

11. Such a course might take into consideration:

- (a) family living
- (b) planned parenthood
- (c) morals and sex in our culture
- (d) the sex act and the reproductive process
- (e) contraception
- (f) venereal diseases
- (g) the psychological and emotional implications of sex.

(The following members of the Committee dissent from the inclusion of subsection (e) above: C. J. S. Apps, M.P.P., Ellis P. Morningstar, M.P.P., George H. Peck, M.P.P., Russell D. Rowe, M.P.P., and Richard Smith, M.P.P.)

Alcohol

- 12. Alcohol and other drugs be part of a socially-oriented core of studies in the school system extending from elementary school grades to Grade 13.
- 13. Complete knowledge regarding the impact of alcohol and other drugs on the physical, mental and emotional well-being of the individual should be made available. This should include the latest information regarding alcoholism, its treatment and its toll in accidents and effects on health and family life.

Tobacco

- 14. Tobacco and its effects on the physical fitness of the human body and its medical implications should be part of a socially-oriented programme of studies in the school system from elementary school to Grade 13.
- 15. In light of authoritative medical evidence respecting the health hazards of tobacco smoking, it would be advisable to restrict the advertising of tobacco products. Also that the Federal Government consider the possibility of ruling that warnings regarding health hazards be printed on every tobacco product, particularly cigarettes. (Dissenting: Ronald K. McNeil, M.P.P.)

Summary of Recommendations

Government and Law

16. A course in civics compiled and supervised by the Department of Education be given in elementary and secondary schools to include knowledge of:
 - (a) the law, as it affects the youth of the province, including police courts and public services;
 - (b) government at local, provincial and federal levels.Opportunities to experience democratic methods of deliberation through student government activity should be encouraged in the school system.
17. Occasional periods in civics classes should be set aside to invite police, lawyers and other professionals in the areas of law and government to discuss their particular areas of competence with students.

Driver Education

18. Passing of a complete course in Driver Education based on material from an approved driver's course be mandatory for anyone receiving a provincial driver's license. A satisfactory course for young drivers should include:
 - (a) rules of the road as outlined by the Department of Transport,
 - (b) Highway Traffic Act,
 - (c) Safety principles of driving,
 - (d) courtesy and attitude training,
 - (e) accepted practical training in car handling,
 - (f) complete medical tests for vision, hearing and muscular co-ordination.
19. Because a driver's license is a privilege, not a right, high standards need to be set to reduce driving hazards. For example: A permanent driver's license should be granted only to those persons 18 years of age and over who meet all requirements set out by the Department of Transport, and pass an accredited driving examination including written and practical tests in English or French, where geographically applicable.

Summary of Recommendations

20. A provisional or temporary license should be granted to a person under 18 years of age but no younger than 16 years, upon application to the Department of Transport. Such a provisional driver's permit only to be granted upon the applicant passing the prevailing required tests outlined for the permanent driver's requirements.
21. (a) Crash helmets be made compulsory for both motorcycle drivers and passengers.
(b) Crash bars should be mandatory for all motorcycles.
22. A suggested point system for the Provisional Permit holder could be instituted by the Department of Transport with the following stipulations:
 - (a) Instead of allowing the conventional fifteen points upon successful application for this provisional license, three points be granted during the first year and six points be permitted during the second year.
 - (b) By age 18, the Provisional Permit driver be granted the full credit of fifteen points and his permanent license, providing he has not lost his license.
 - (c) In the event of the loss of a license (due to loss of points), before age 18, the provisional license will be mandatory pending two consecutive years of driving without loss of license after re-instatement.
 - (d) The length of time a license may be forfeited after a conviction should be a minimum of six months.

Physical Education

23. Every elementary school teacher should have physical training qualifications to meet a minimum standard of physical education requirements for students in the elementary schools.
24. More incentives be given to encourage elementary teachers to gain proficiency and qualifications in physical education and thus raise standards in this subject.
25. Elementary and secondary school building programmes should consider the special needs of physical education classes.

Summary of Recommendations

26. Physical fitness is a continuing and desirable characteristic. The final year of secondary school is felt to be as important as any other to inculcate the principles of good health and fitness through physical exercise and planned physical education. Therefore, the Department of Education should make this subject available in the final year of high school for those who wish to take it.

Guidance and Counselling

27. More guidance personnel are required in elementary, secondary and post-secondary educational institutions, though the emphasis will vary in each. In secondary institutions the accent is on vocational guidance, while in elementary schools, it is more on social guidance. (Ratio of guidance full-time personnel to students should not exceed 350-500 students per guidance counsellor.)
28. Guidance counsellors should be full-time guidance personnel, not teachers of other subjects or otherwise employed in the institutional programme.
29. Guidance personnel should have training in applied basic psychology and casework principles at Teachers' College and Ontario Colleges of Education.
30. Guidance staff should establish formal liaison with local industrial personnel and Canada Manpower Centres.
31. Secondary guidance teachers assist those students in the elementary schools in their districts, particularly in grades seven and eight to ensure that all students are made fully aware of the choices of subjects available to them at the secondary level and the extent to which such courses lead to post-secondary education.
32. The Department of Education implement a crash programme to recruit and train additional guidance counsellors.

Extended Guidance and Diagnostic Services Attached to School Systems

33. All school districts in Ontario provide either Child Adjustment Services for diagnostic purposes or where these services are impractical (areas of small school population), a collaborative relationship be established between a mental health clinic and the schools in the district with appropriate emphasis on the priority that should be

given to school children. In order to ensure the establishment of Child Adjustment Services throughout the province, suitable provincial grants must be made available.

34. School teachers generally receive more training in the behavioural sciences to better equip them in detecting the various types of learning disabilities and behavioural problems of children. Thus, their ability to refer and confer with professional diagnostic services would be enhanced.
35. Psychologists and social workers should be utilized in counselling roles between the home and the school and between teacher and pupil.

Teacher Training

36. Teachers require more training in the behavioural sciences of applied psychology, child development and sociology at the Teachers' College level because of the pedagogical implications of these subjects.
37. There be a general upgrading of elementary teachers' training for those teachers who, at the present time, have not had the benefit of a liberal arts degree. It is further recommended that as soon as it is practical no one may enter the teaching professions at the elementary school level without holding a university degree.
38. Universities be encouraged to establish undergraduate facilities with courses leading to a degree in Education. To achieve this recommendation, the Department of University Affairs must ensure that sufficient universities in Ontario open a degree-granting Faculty of Education no later than the fall of 1968.
39. More emphasis be placed on the important aspect of teaching ability, which is related to teacher personality, adaptability and the desire to teach for its own sake. This factor must receive the attention it deserves in teacher education, salaries and advancement, in order to achieve a high degree of teaching efficiency.
40. University teaching staff receive pedagogical training and assessment regardless of their qualifications, particularly those teaching undergraduate courses.
41. Provision to include in elementary and secondary teacher training the subject matter outlined in courses involving social core subjects

Summary of Recommendations

such as family living, sex, civics, etc., should be undertaken by Teachers' Colleges and Colleges of Education.

42. All elementary teachers entrusted with the teaching of physical education be trained in the subject.
43. Physical training, related as it is to the general fitness of youth, should be taught in the secondary school system, on an adequate course-content basis, along lines suggested by the Physical Fitness Committee brief submitted to the Select Committee on Youth. Due to the serious problem of unqualified teachers, every avenue should be explored by way of refresher, summer, extension and workshop courses that will produce more and better qualified physical education teachers.
44. High priority be given to teacher training in courses directed towards teaching children with physical, mental and emotional handicaps. Credit, by way of salary increment, should be given to teachers who specialize in such courses and the courses should be available during the summer months.

Community Use of School Facilities

45. School boards should make available school facilities to responsible groups within their community at token rates.
46. Provincial and municipal assistance be given to encourage the use of school facilities by community recreation groups.
47. A co-ordinated, provincial grant structure be introduced for school and recreational joint efforts that can be undertaken within the community for capital expenditures that are of mutual benefit such as, swimming pools, auditoriums, libraries and play areas.
48. Joint planning between school boards and municipal parks and recreation authorities be mandatory when considering future school building designs to eliminate overlapping expenditures.

Education Information Service

49. An information collecting and distributing programme on youth matters should be undertaken by a Department of Youth of the Provincial Government to acquaint the public regarding all youth services and special educational programmes available in the province.

50. More attention be given by teachers and senior school officials in obtaining information regarding scholarships and special assistance programmes. This information should be well known to all teachers and students.
51. Participation in worthwhile youth organizations — Boy Scouts, Girl Guides, Y.M.C.A. and Y.W.C.A., etc. should not be discouraged by school officials.

Compulsory School Age

52. More emphasis should be placed on the advantages, other than financial, that accrue to those who improve their education. In this respect the Committee concurs with the Department of Education's campaign to encourage students to continue their training beyond the age of 16.
53. In view of the increasing importance of education, in all fields of endeavour, a comprehensive study be undertaken to determine the appropriate school leaving age.
54. A matching grant be provided to subsidize boards of education to assist children who are unable to continue their education because of financial hardship. Such hardship should be determined by the local board of education.

School Grants

55. The Department of Education continue to review the capital grant structure affecting municipalities that are faced with higher building costs which the present grants were calculated to meet. The ceilings on such grants are not realistic in the light of present day construction costs and need adjustment upwards.

Auxiliary Education Services

56. The Provincial Government through the Department of Education have the responsibility for teaching handicapped and emotionally-disturbed children, regardless of where they reside in the province. This will introduce new dimension to equality of opportunity in education.

Summary of Recommendations

- (a) Some children may be taught effectively within the normal classroom by a teacher with special training. Specific grants should be available for such students.
 - (b) Some children can be taught within the existing system; but will require quite separate special classes. These classes should be financed on a shared basis between the municipality and the Provincial Government.
 - (c) Some severely disturbed children will require residential treatment in either existing residential facilities or in new facilities provided by the Department of Education. In the former instance, the Department of Education will assume responsibility for those institutions presently served by the Department of Public Welfare in Schedule 3 and 4 of the Regulations under the Children's Institutions Act.
57. Schools for retarded children be incorporated into the local boards of education.
58. All immigrant education be placed under the Department of Education.
59. The Provincial Government provide every area of Ontario on a regional basis with clinical diagnostic services. Where existing services cannot be expanded, new facilities must be made available with provincial subsidies being provided up to 100 per cent of their costs. Certain of these services will be in the form of expanded public health facilities in the area of mental health clinics and Ontario Hospitals and general hospital clinical services.
60. All secondary school students have access to summer school classes on a voluntary basis to make up subjects failed during the school year.
61. Blind students should have greater opportunity to avail themselves of university entrance, such as being taught the final year in high school at the School for the Blind.
62. Correspondence Courses of the Department of Education be made available to the blind in Braille.
63. Research be undertaken to assess the appropriate methods to reach the handicapped child (hemophiliacs, spastic paralytic and other groups), which can be reached with modern equipment.

Language and Citizenship Education Programmes For New Canadians

64. A broad province-wide approach be taken to the problems of language training for immigrant children and adults. This programme should be under the direction of the Department of Education.
65. Year-round courses in English for immigrant children be undertaken with special emphasis on classes during the summer months.
66. An extension of the Federal Government's assistance in the adult education programme for immigrants be applied to the education of immigrant children (cost of books, etc.).

Indian Education

67. Equality of opportunity in education, recreation and job opportunities be provided for our Indian citizens.
68. Efforts be made to facilitate better communications between Indian Reserves by a Department of Youth to assist Indians to achieve common goals.
69. Every effort be made by the respective governments, Federal and Provincial, to fill the vacuum that exists when two levels of government find themselves responsible for the health, welfare and education of our native Indian population.

Federal Office of Education

70. The Ontario Government request the Federal Government to establish an Office of Education.
71. Such an Office of Education should promote comparable educational standards across the country in order to facilitate the mobility of both students and teachers from province to province.
72. A Federal Office of Education should collect and disseminate educational information on a national basis.

Community Colleges (Colleges of Applied Arts and Technology)

73. Colleges of Applied Arts and Technology be undertaken immediately in those municipalities in greatest need, and that much of the curriculum should be designed to meet the needs of the local areas.

Summary of Recommendations

These sites should be selected, the buildings erected and the programmes implemented as quickly as possible.

74. Such colleges should include in their curriculum:

- (a) Trade and apprenticeship courses.
- (b) Where practical, technological courses designed to give credits to those who wish to continue their training at the university level.
- (c) Extensive semi-professional courses in the para-medical and social science fields (dental assistants, technicians, welfare workers).
- (d) Academic courses leading to university degrees designed to give credits to those who wish to continue their training at the university level.

(N.B. The following members, Murray Gaunt, M.P.P., Stephen Lewis, M.P.P., Richard Smith, M.P.P. and Bernard Newman, M.P.P., expressed dissent respecting recommendation #74. They feel that in addition to the above recommendation — “the Minister of Education, through his Department of University Affairs in consultation with representatives of Colleges of Applied Arts and Technology and universities concerned, be responsible for ensuring that university credits be given on a subject for subject basis to students wishing to proceed to a degree in science or arts courses upon transfer from a College of Applied Arts and Technology to a university in order to complete such degree requirements.”)

75. Modern education is a continuum requiring more opportunities for adults and young persons. The Colleges of Applied Arts and Technology should have extension and evening courses to meet the special needs of the areas they service. Upgrading of occupational skills and productive use of leisure time through such courses can help youthful and adult citizens enjoy a fuller life and make greater contributions to their communities.
76. Adequate counselling facilities be provided in each college to assure proper screening of students for appropriate courses.
77. A study be undertaken to determine how many Ontario secondary school students leave the province for post-secondary education and why.

Grade 13

78. The present trend of eliminating the unrealistic standards of Grade 13 by the Department of Education be continued.
79. The Department of Education should take steps to condense elementary and secondary school programmes into 12 years rather than 13 that will meet university admission requirements and provide a useful standard of education for other post-secondary schools and make our educational system consistent with the other Canadian provinces.

Programme 5

80. A residentially-oriented Programme 5 be introduced at a central location in this province with appropriate allowances for trainees and their dependents. This could be located at surplus military camps, such as Centralia.

Educational Exchange Programmes and Tours

81. An inter-change programme of students between other provinces be promoted by the Provincial Department of Education in those areas where no such programmes are being undertaken.
82. Inter-provincial tours to Quebec would be of great assistance to effect a better understanding of our bilingual heritage for both French and English speaking Canadians.

Scholarships, Loans and Bursaries

83. Information regarding available scholarships, and bursaries annually, their values, and specific requirements be compiled by the Department of Education and made available to all secondary schools in the province.
84. More extensive Ontario Scholarships be made available to those students at the Grade 12 level for admission to Technological Institutes and Colleges of Applied Arts and Technology.

Community-Centred Schools

85. Closer collaboration be maintained between all schools and recreation personnel in Ontario municipalities.

Summary of Recommendations

86. The use of school facilities as a basis for community recreation involving neighbourhood leadership participation be promoted. This would be an important and progressive step in reducing the recreational capital spending that will, as an alternative, have to be undertaken if the after-school and after-work needs of communities are to be adequately met.
87. Communities be encouraged to set up recreational programmes using school facilities and operated similarly to those in the Flint, Michigan, system.

Research in Education

88. Co-operative research into all areas of education be carried through by those departments of government serving youth, such as medical education problems, welfare education problems, employment education.
89. Many other areas of study include the combined research of medicine and education regarding the affects on learning of nutrition, exercise, recreation, drugs, cigarettes.
90. Research be undertaken into the comparative results of Second World War veteran rehabilitation students, with their contemporary high school graduate counterparts, re: marks, drop-outs, completion of degree courses, ages.
91. A study of the ratio of failure in university courses through past years compared with those years when changes in admission standards were affected would be of great interest and value in assessing such changes.
92. An analysis of the needs for arts graduates and a study of university efforts to fill those needs is required at this time.

HEALTH

The Select Committee recommends that:

Mental Health Clinics and Out-Patient Facilities

93. A programme of grants to encourage the training of clinical personnel — psychiatrists, psychologists and social workers be undertaken immediately by the Provincial Government.

Summary of Recommendations

94. A five-year plan by the Department of Health should be instituted to make available mental health diagnostic and treatment services to all communities in Ontario not having these services on a general-purpose basis.
95. New mental health services be undertaken on a more flexible operating basis. These clinics should combine their facilities with youth services, family services and special services such as alcohol clinics, Ontario Hospitals and others.
96. Wherever possible, mental health clinical services should be locally sponsored and financially assisted by the province.
97. Special efforts be made by the psychiatric associations to encourage more doctors to pursue psychiatry as a specialty. Similar action should be undertaken by Registered Psychologists.

Community-Based Residential Centres to Provide Diagnostic and Treatment Services for Emotionally-Disturbed Children

98. More regionally located residential diagnostic and treatment services for emotionally-disturbed, retarded and other medically handicapped children be established by the Provincial Government.

Sheltered Workshops for the Retarded

99. Sheltered workshops for retarded young people should be developed through the initiative of local retarded children's associations and parents of the retarded, with the support from the province for capital expenditures on a matching-grant basis. (If all educational costs are assumed by the Department of Education for schools for retarded children, more concentration on this important need can be expected from local sources.)*
100. Assistance be provided by the province for other sheltered workshop needs (the blind, the deaf, the cerebral palsy and others), similar to those for the retarded.
101. Studies be undertaken by the province respecting regional needs for sheltered workshops of all types in collaboration with community-sponsored youth agency councils.

* Note recommendations under "Education", p. 58.

Summary of Recommendations

Consolidation of Specific Health Services and Facilities:

102. Regular conferences between all local diagnostic and treatment agencies should be held to provide more efficient health coverage in urban areas as well as economy of personnel.
103. A central registry of handicapped children be created and maintained by the Department of Health, to better assess the problem of diagnosis and treatment and the regional needs for such services.

Treatment and Hospitalization Insurance—Health and Addictions

104. The Department of Health and the medical associations institute a more intensive programme of publicizing the injurious effects of tobacco, alcohol and addictive drugs on the health of young people. (Dissenting.: Ronald K. McNeil, M.P.P.).
105. Approved residential treatment centres for children undergoing mental health care should be covered by the Ontario Hospital Service Insurance. Such treatment centres be patterned on a wide variety of models as long as adequate professional consultative standards and approved staff-child ratios are maintained.
106. In the areas of prevention:
 - (a) Advertising of alcohol and cigarettes should not be permitted until after — 9:00 p.m. on T.V. or radio.
 - (b) Laws re sale of cigarettes and tobacco to minors and smoking under 18 years of age be strictly enforced.
 - (c) The identification of alcohol and cigarettes with sports heroes and “having a good time”, be eliminated from liquor and cigarette advertisements.

Financial Assistance to Counselling Agencies:

107. Government subsidies be made available for approved private youth and family service agencies to help them provide in-service training courses. Such courses must be approved by the government.
108. Government subsidies be allocated to schools of social work such as Ryerson Polytechnical Institute and such social service courses as may be established in the proposed Colleges of Applied Arts and Technology to enable these schools to pay for in-service training

received by their students in approved private youth and family services agencies. The moneys so received should in no way reduce the private agencies' funds received from Community Chest Services.

Responsibilities of Health Care

109. A major responsibility of a Department of Youth be the co-ordination of the various departments of government dealing with youth problems on an advisory basis.

Health Research

110. Research in matters pertaining to health must receive high priority in public moneys allocated to research projects in government.
111. A study should be undertaken to establish the dental needs of the province's children as well as those for a long-range public health dental programme.

RECREATION

The Select Committee recommends that:

More Staff — Lay and Professional Leaders, Instructors and Training Facilities

112. Leadership training camp facilities similar to Bark Lake be developed regionally, for example, north-western Ontario (Lakehead), south-western Ontario (Huron Shore area), and eastern Ontario (Rideau district).
113. All leadership training areas be winterized for year-round use for coaching seminars, for all types of sports activities and leadership training courses.
114. Recreation training courses be included in the curricula of Colleges of Applied Arts and Technology.
115. Extension courses in leadership training be added to the high school extension programmes.
116. At least two additional universities in Ontario should undertake recreational courses on an undergraduate basis.
117. One of the universities should offer a combined university course in recreation and physical education with an appropriate degree.

Summary of Recommendations

- 118. Uniform standards be set for recreation staff.
- 119. Provincial certification be established for the following recreational leaders:
 - (a) sports coaches,
 - (b) drama, music and art coaches,
 - (c) playground teachers,
 - (d) other part-time municipal recreation programme staff.

Community-Centred Recreation Needs

- 120. All school boards make their facilities available after school hours for community recreational purposes. Recreational councils, where they exist, and school boards, should enter into operating cost agreements so that their facilities can be made available at a nominal charge to those organizations concerned.
- 121. When new schools are designed, their recreational facilities should be planned jointly with community recreational authorities in order that such facilities will be easily available for both school and public recreation purposes (gymnasiums, swimming pools, auditoriums, playing fields).
- 122. Representation be made to the Federal Government to change the criteria for grants to the province under the Physical Fitness Agreement, which will be reviewed in May, 1967. Arrangements should be made to make funds available for capital expenditure at the municipal level for such recreational facilities as athletic fields, swimming pools, artificial ice rinks, parks, outdoor and indoor tracks, youth centres and other recreational requirements. Such grants should be made according to a matching grant formula.
- 123. A provincial contribution of a minimum of 50¢ per capita is required on a matching grant basis with the municipalities and the Federal Government in order to meet this pressing need in Ontario.

Multi-Purpose Recreation Centres, Camp Sites and Local Co-ordinating Councils

- 124. The province encourage and promote the establishment of municipally-sponsored, co-ordinating councils made up of representatives of all youth, recreational, health and welfare agencies in the community.

Summary of Recommendations

This council should co-ordinate all youth programmes and in co-operation with the province promote the health, recreational and cultural activities of the community.

125. This municipal co-ordinating council assess the physical needs and facilities of the community and in consultation with a Department of Youth determine the need of multi-purpose Youth Centres and/or other needed facilities which should be forthcoming in the same manner as suggested in recommendation # 122.
126. A province-wide camp site programme be undertaken by the Department of Lands and Forests to provide camping facilities to non-profit youth agencies at a low nominal fee. Camp grants for the assistance of non-profit youth agencies, which are presently available, are inadequate, and should be adjusted to more accurately reflect present day cost.

Public Education re Recreation

127. A Department of Youth should have a registry of information and make it available to youth serving agencies, regarding educational opportunities, welfare policies, recreational facilities and employment opportunities for youth.

Exchange Visits, Youth Conferences and Seminars

128. A provincial government policy of encouraging youth visitations to other provinces through school exchange programmes, youth club conferences, Scout jamborees, Y.M.C.A. and Y.W.C.A. conferences and special group seminars be implemented. (See Recommendations under Education # 81 and # 82.)

Research in Recreation

129. The province undertake a research programme in recreation designed to get the information necessary to implement a sound recreation programme for people of all ages in the province. The following are only a few areas that need research:
 - (a) A study to find ways of combining physical fitness with recreation for the youth of this province.
 - (b) A research programme into overall recreation needs of youth.

Summary of Recommendations

- (c) A study to identify ways to secure more publicity for the positive achievements of youth.
- (d) A study of those recreation skills that may be useful in later life and when such skills should be taught.
- (e) A study of methods employed in other countries in the areas of recreation.
- (f) A study of the economics of effective recreation and its appropriate share of the tax dollars.
- (g) Special research in the area of recreational programmes for the handicapped — the deaf, the blind, the retarded, emotionally-disturbed, hemophiliacs and many others.

WELFARE

The Select Committee recommends that:

Counselling Services

- 130. All children's aid societies in the province provide family counselling to their services and budget accordingly. Under the provisions of the New Child Welfare Act, 1965, the prevention sections would permit the children's aid societies to include family counselling on a much broader scope than formerly.
- 131. In those municipalities where children's aid societies are not providing family counselling services, financial encouragement should be given to develop such services on the same grant basis as is now being given children's aid societies. Similar help should be given to those approved existing family counselling agencies.
- 132. The provincial government provide assistance in in-training programmes to any approved private social agency undertaking such programmes.
- 133. Public agencies undertake in-training programmes when required and budget for them on an annual basis.
- 134. All churches conducting marriage preparation courses and family life training are to be commended and asked to make every effort to increase these programmes.

135. Every municipality should have an agency council consisting of representatives of all youth and family servicing agencies. This council should be a liaison body with a provincial Department of Youth in matters requiring provincial assistance either financial or advisory, respecting youth.

Wholesome Living Quarters and Services for Migrant and Working Youth

136. The Department of Youth should thoroughly investigate the problem of migrant youth, with a view to assisting those agencies who could, or already are, providing such services for these young people.
137. Such living accommodations should be licensed, inspected and meet the standards of the Ontario Department of Welfare, like all other youth institutions.
138. A Central Registry of supervised boarding homes should be available in each municipality for transient youth pending their habilitation in the community.

General Financial Assistance to Expand Existing Services and to Initiate New Services

139. Financial assistance to youth service agencies be assessed by a provincial Youth Department on a municipal basis and in collaboration with a municipally-sponsored youth agency council (made up of representatives of responsible youth and family service agencies in each of the communities).
140. A Youth Department have the power to recommend to the province, the amount of assistance to be granted to any expansion of initial social service considered on the basis of recommendation # 139 above.

Preventive Programme

141. Day care for children of mothers who require day care for social, economic or emotional reasons be made available by area municipalities in the province. Priority according to need should be the criterion of admission. Day care should be viewed in terms of nursery school and play-group facilities essentially educational in content.

Summary of Recommendations

142. In order to encourage municipalities to establish such centres as soon as possible, the Department of Welfare pay 80 per cent of the net cost of the operation of these services. This should be reviewed from time to time in the light of such services being provided by the various municipalities.
143. Maintenance for such services should be met by the terms of the Day Nurseries Act. Where a municipality refuses to participate, and the Day Nursery Branch can establish need, then that Branch must be empowered to assist in the formation of Day Care Centres at the local level through citizens groups where they are so organized. Such private non-profit ventures, if acceptable, should be eligible to receive up to the 80 per cent level of the net cost of the operation of these services.
144. The methods by which individuals may obtain day care nursery service visiting homemaker service and how they are financed be much more vigorously publicised by the Department of Welfare and not left to municipal councils to do this.

“Adjustment” Programme for Migrating Minority Groups

145. The existing service of the Immigration Department (Federal) and the Department of Provincial Secretary (Immigration Teaching Branch) extend the services presently available to adult immigrants to include similar services for their children.
146. These services be under the direction and supervision of the Department of Education. (See pages 59-60 under Education.)

Expanded Opportunities of Service for Youth

147. A Provincial Youth Corps be undertaken under the auspices of a Department of Youth to undertake major community projects in the name of youth and for the betterment of our communities.
148. Every community youth agency council examine the possibilities of youth projects that can be undertaken by youth with guidance from such councils and support from a Provincial Department of Youth.

Research

149. Research be a continuing process of re-assessment of youth problems and services to keep this province a well-informed leader in youth progress and development.

150. The following research projects should be added to the suggestion in recommendation # 149 above:

- (a) A full-scale social service manpower survey be undertaken which will have enough scope to consider the following:
 - (i) establish the extent of the gap between professional manpower needs and the availability of trained persons to meet such needs; identify and estimate future manpower demands.
 - (ii) the education and training of social services manpower — undergraduate, graduate and in-service training — policy and plans; recruitment and retention of social service manpower.
 - (iii) utilization of available social service manpower; salaries and working conditions; attrition and mobility of professional manpower in the social services.
- (b) Research to identify the special social adjustment problems of disadvantaged youth — the unemployed, physically and mentally handicapped, racial and ethnic groups.
- (c) Research into the problems associated with community co-ordination of social service resources, such as the extent of duplication of service, information dissemination.
- (d) Longitudinal studies of the effectiveness of treatment and rehabilitation programmes administered to youthful offenders, the emotionally-disturbed, the physically handicapped and other special youth groups.
- (e) Research into the nature of changing sex attitudes and sex practices among young people, effectiveness of programmes of sex education and guidance programmes directed toward young people in these matters.
- (f) Research into the daily communications media available in Ontario (T.V., radio, press, magazines) and their effects on youth.

Local Co-ordination of Effort

151. The Ontario Government encourage and assist in organizing youth agency councils in Ontario communities consisting of representatives of all youth serving agencies, both public and private.

Summary of Recommendations

152. The responsibilities of such councils should include:

- (a) Assessment of youth needs in the community,
- (b) Acting as an advisory body to municipal councils on youth matters.
- (c) Acting as an advisory body to a Provincial Department of Youth regarding youth needs and also be a liaison body between the community and the Provincial Government in these matters.
- (d) Endeavour to provide the maximum services for youth in the most economical and efficient manner — (thus, avoiding overlapping of services where this occurs and supporting essential services when they are required by the community).
- (e) Undertake continuous research in conjunction with, and assistance from, the Provincial Government when and where indicated.

EMPLOYMENT

The Select Committee recommends that:

Apprenticeship Programmes

153. The Department of Labour undertake a “personal contact” programme to reach employers and management of the major trades where apprenticeship programmes are urgently needed, in an endeavour to fill the gap needs for more skilled and semi-skilled personnel.
154. Those departments closely related to apprenticeship training, Labour, Education and Economics and Development co-ordinate their efforts in assessing the present state of this need and implement an expanded programme as soon as possible.
155. A Statistical and Research Branch be established in the Department of Labour to keep abreast of employment needs of the province in terms of age groupings, sex, as well as education and trades training qualifications.
156. Research be undertaken by a research branch to assess the requirements of all the industries and employers of labour in Ontario to better gauge trade training and educational goals of the potential labour force.

Summary of Recommendations

157. Penal institutions make more use of the apprenticeship programmes and encourage employers to employ ex-inmates through subsidizing their wages for a definite period of time.
158. Penal trade training programmes be determined more by constant co-ordination of those in charge of trade training in the institutions with the Departments of Labour and Education respecting appropriate vocational goals for inmate trainees and less on institutional needs as they pertain to industry production and general institution maintenance.

Industry and School Co-operation

159. Greater co-operation be established between the Department of Education, school boards and industry at the local level to resolve problems of appropriate trade training and qualifications of the potential work force.
160. Careful consideration be given by businesses and government for setting appropriate education qualifications for various categories of employment.
161. Chambers of Commerce be encouraged to set up lay committees to study employment problems in co-operation with Canada Man-power Centres, schools and local employers.
162. The Technological and Trades Training Branch of the Department of Education be encouraged to promote more co-operative efforts between government, industry and employers such as the Leaside Educational Assistance Project in various areas of Ontario.

Expansion of Community-Vocational Counselling Services and Special Employment Services

163. Vocational guidance departments in the secondary school system be encouraged to include:
 - (a) personality inventory tests;
 - (b) vocational aptitude tests;
 - (c) appropriate mental capacity tests;to better assist students in selecting jobs and courses ultimately related to their vocations.

Summary of Recommendations

164. Services such as are presently being provided by the Toronto Central Y.M.C.A. and some private professional organizations be made available, through the Canada Manpower Centres in the areas in which they serve. (Vocational counselling, personality and aptitude testing.)
165. All guidance teachers be alerted to the terms of the Federal-Provincial Vocational Rehabilitation of Disabled Persons Agreements. That they take an active part in referring to the Provincial Director of Rehabilitation Services those disabled students whose future opportunities for regular employment would be enhanced by the provisions of this Agreement. The province should extend the operation of these rehabilitation services to ensure reasonably equivalent opportunities to all areas of Ontario.
166. A Provincial Department of Youth undertake to negotiate with the Canada Manpower Centre to encourage local youth employment boards to help young people get seasonal and permanent employment.
167. A Department of Youth examine every need of youth in those areas of employment that do not appear to be the concern of any existing services such as handicapped youth; research into employment opportunities for these young people, career and job counselling. Collaboration with those government agencies, both Federal and Provincial, which can assist in meeting such needs should be undertaken by such a Department.

Employment Programmes for Youth

168. The Department of Lands and Forests expand its Junior Forest Ranger programme.
169. The Junior Forest Ranger programme include in its activities, the preparation of more camp facilities for recreational, therapeutic and educational purposes.
170. Approved transportation costs to and from Forest Ranger Camps be assumed by the Department of Lands and Forests.
171. A pilot project be initiated as outlined under the term of reference, Education (Programme 5 — recommendation # 80). Trades training should consist of at least 50 per cent of the training time

and the balance be spent on academic courses. No student should be held back in his trade training because of failure in academic subjects. However, no trades should be taught without the accompanying personalized academic upgrading courses.

172. All institutions including secondary vocational schools involved in trade training, study the possibilities of the "work and learn" programme which features alternating blocks of time in formal training with periods of practical on-the-job experience in the specific trades being studied.

Employment Problems and Research

173. Research be undertaken by the appropriate provincial departments in collaboration with a Department of Youth respecting:
 - (a) rural migration of youth to urban centres;
 - (b) employment needs of young people particularly seasonal work;
 - (c) a manpower survey indicating immediate and future business and industrial needs to obtain information for counselling programmes for youth destined for early entry into the labour force.
 - (d) employment problems of ex-inmates of penal institutions.

SPORTS

The Select Committee recommends that:

Community-Centre Sports Facilities

174. Community-centre sports areas should be developed within the neighbourhood-school complexes by recreational associations in co-operation with local school boards.
175. Too few of our secondary schools have access to year-round swimming pools, tracks or arenas for skating, etc. These important sports activities should be incorporated in school board building and planning programmes, in co-operation with local recreation personnel.
176. Sports facilities and programmes include all age groups in the neighbourhoods served.
177. Additional sports centres are required in many communities to accommodate such activities as skiing, tennis, golf, curling, archery

Summary of Recommendations

and others. These special areas should be promoted by local youth agency councils with planning and financial assistance from a Provincial Department of Youth.

Grants — In Aid (Capital — Operations — Scholarships)

178. All moneys made available to the Province of Ontario through the Physical Fitness Agreements between Federal and Provincial Governments should be taken up and used in the interest of the physical fitness needs of Ontario youth.
179. An expanded programme of sports activities be encouraged and assisted by a Department of Youth. The province should sponsor "Junior Olympic Provincial Championships" and in co-operation with local organizations these competitions could be instituted on an annual basis, rotating the location each year.
180. Special recognition be given to outstanding athletes in all major sports. A Province of Ontario athletic award would stimulate more interest and competition among participants in such sports.

Leadership and Leadership Training

181. Leadership training camps, similar to Bark Lake and Couchiching, be located regionally, i.e., north-western Ontario (Lakehead), south-western Ontario (Huron Shore area), and eastern Ontario (Rideau district). These camps should be completely winterized for year-round use. (See Recommendations under Recreation #112 and #113.)
182. Long and short-term courses be undertaken for both lay and professional sports leadership personnel including those interested in:
 - (a) coaching (a variety of sports);
 - (b) refereeing;
 - (c) teaching of skill sports;
 - (d) sports administration.
183. Neighbourhood sports programme be incorporated as part of recreational programmes, using the school buildings, grounds and equipment.

Summary of Recommendations

184. Local sports committees be appointed by the community recreational directors and sports needs assessed on a neighbourhood basis.
185. Volunteer workers be recruited from the neighbourhood and developed by the recreation staff of the community, and further trained at the regional leadership camps referred to in recommendation # 181 above.

Athletic Scholarships, Special Needs and Research

186. Athletic scholarships be accepted by our universities for outstanding athletes who have the academic qualifications for university entrance.
187. A survey be undertaken by a Provincial Youth Department to assess the loss to this province of university calibre students, as a result of the inducements of American College sports scholarships.
188. Increased efforts be made to encourage more participation in "carry-over" sports which can be played by young people and later as adults, such as golf, skiing, swimming, tennis, and curling, etc.

COUNSELLING TRENDS IN ONTARIO

The Select Committee recommends that:

189. Comprehensive research be undertaken to assess the manpower needs of this province in the social services (social work, psychiatry, psychology, etc.).
190. A sufficient number of universities throughout the province be encouraged to provide undergraduate degree courses in social work and psychology so that the expected manpower requirements for these special services will be adequately filled.
191. The expansion of existing post-graduate behavioural science courses now available in some universities be undertaken; that such courses should be expanded to other universities in order to meet present critical needs.
192. The Ontario Government underwrite the cost of a post of applied training for psychology in several universities in order to speed up the rate at which students move into this area of education.
193. Universities that presently conduct courses in psychology emphasize clinical aspects of psychology, and be encouraged to recognize the

Summary of Recommendations

special needs of youth counselling services for trained graduates. Provincial grants to encourage the training of more clinical personnel — psychiatrists, psychologists, and social workers — should be undertaken immediately.

194. With the advent of Colleges of Applied Arts and Technology, technician courses in the social sciences be undertaken with a diploma granted upon completion indicating the degree of competency. Such diplomas would enable such graduates to work in public welfare departments, children's aid societies and other social service fields.
195. With the establishment of an undergraduate degree in social work in the universities, it would be desirable that graduates in the technician courses in social sciences in the Colleges of Applied Arts and Technology be eligible to continue such courses at university on an agreed upon level.
196. Liberal amounts of research funds be made available for work in the clinical, educational, welfare, child care and youth service areas in order to attract more graduates into research work in these areas.
197. More intensive efforts be made by school guidance teachers and the professions themselves to acquaint secondary school students with the nature of psychiatry, psychology and social work as vocations.
198. There is a need for more guidance personnel in elementary, secondary and post-secondary educational institutions. (Ratio of full-time guidance personnel to students should not exceed 350-500 students per counsellor.) (See Recommendation under Education # 27.)
199. School teachers receive more training in the behavioural sciences to equip them to be more competent in detecting children with various types of learning disabilities and behaviour problems. Thus, their ability to refer and confer with professional diagnostic services would be enhanced.
200. Guidance personnel have training in applied basic psychology.
201. More psychologists and social workers be utilized in counselling roles between the home and school and between teachers and pupils as is presently being done to some extent in some urban centres.
202. The salary schedule of professional social workers be adjusted in keeping with the salaries of other comparably trained personnel.

CULTURAL ARTS

The Select Committee recommends that:

203. The Province of Ontario Council for the Arts should be responsible to the Minister of the Department of Youth.
204. The Department of Education take immediate steps to improve the number and quality of elementary school teachers of the cultural arts. More curriculum time should be allocated to the cultural subjects of art and music to give students a better appreciation of these subjects.
205. Increased amounts of money are necessary for the Ontario Council for the Arts to provide fuller opportunities for all young people to participate in, and enjoy, cultural arts activities.

Community Centres for the Arts and Performing Arts

206. All communities in Ontario that do not have facilities for the performing arts examine their present and future school building programmes with a view to incorporating these much needed facilities, (auditorium complete with staging accommodations, recreation needs, for example) within their educational building projects present and future.
207. Where a community is capable of supporting an arts centre of a multi-purpose type, a matching grant should be made by the Provincial Government upon the recommendation of a Department of Youth.

Visual Arts

208. The Ontario Government financially support a programme of art gallery tours under the auspices of the Art Gallery of Ontario similar to those of the Ontario Art Institute only on a larger scale. Such support should undertake to pay field workers, who could be compared with the National Gallery Liaison Officers who do not come into Ontario. Each field worker could be allocated to a specific area, particularly those sections of northern Ontario that are far from art galleries and need closer contact with the art world through planned art programmes. The field workers should visit not only art centres, but all local elementary and second-

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ary schools, both to exhibit paintings and to lecture on art of all kinds. This should be supported by art slide collections with complete cataloguing for use by teachers and art groups.

209. Additional money be made available to the Community Programmes Branch to more adequately meet community needs in cultural arts programmes.

Music

210. An integrated plan of diversified music instruction on an itinerant basis for the Province of Ontario be sponsored by the co-ordinated efforts of its major musical conservatories, financially supported by Provincial Government grants.
211. Local youth agency councils assist in originating a programme for young people who want musical instruction in their communities and arrange for the use of itinerant music teachers for them.
212. Music camps be included in an expanded Department of Lands and Forests' planned camp sites programme. Camps in strategic sections of the province should be made available to musical organizations prepared to give musical instruction in a summer camp setting, at a nominal charge.
213. Grants should be made to approved schools and conservatories of music for scholarships to encourage talented students.

Mass Media

214. Research on Canadian mass media be undertaken to assess the effects on various-age viewers, special groups, such as delinquents, mental patients, immigrant youth, and institutionalized persons of all types.
215. Every effort be made to focus the attention of youth on the accomplishments of our nation's artists, musicians, actors and writers so that they may appreciate desirable cultural achievements and in so doing enjoy a richer, more satisfying life.
216. The Ontario Arts Council take the initiative in offering substantial cash awards to Ontario writers, playwrights, musicians, artists in all major art forms, for creativity in their special fields. For example, an annual award should be made for the finest Ontario short story,

novel, poem and play created by a professional, or an open class and by non-professional (novice or amateur), thus including in a similar manner awards to each of the cultural areas referred to above.

217. The Committee endorses the provincial submission to the Board of Broadcast Governors in respect to the premise that the further use of ultra-high frequency channels must be largely in the areas of education.

PHYSICAL FITNESS

The Select Committee recommends that:

218. A Department of Youth formulate a comprehensive physical fitness policy and programme for the province's youth. Such a policy should include programmes dealing with health, education, dental care, safe driving, dangers of cigarette smoking, venereal disease, and alcohol or drug addiction, as well as recreationally-oriented sports and physical activities.
219. A Department of Youth work in close co-operation with the Departments of Education and Health in working out such programmes.
220. More leadership training centres be established in different areas throughout the province and operated on a year-round basis (northern, eastern and southwestern Ontario). Such courses should be expanded to include persons outside the school population. (See Recommendations under Recreation # 112 and # 113.)
221. Community physical fitness programmes should begin in the neighbourhood schools with the combined assistance of recreational and school teaching personnel. (See Recommendations under Recreation # 121.)
222. Present physical fitness grants be administered by a Department of Youth, in an expanded programme of leadership training and financial support to those sports organizations whose objectives promote physical fitness of youth. All disbursements of athletic equipment should be made through a division of a Department of Youth.
223. Regular physical check-ups be made of all elementary, secondary and university students— especially their eyes, ears, throat, heart, lungs and teeth.

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224. Research projects be stimulated and financially assisted by a Department of Youth in the area of physical fitness. For example, determining standards of physical fitness, the relationship between physical fitness and disease, medical implications of reduced physical fitness to body and mental functioning and others.
225. Physical education teachers in elementary schools be encouraged to upgrade their qualifications through special physical training, summer, extension and workshop courses.
226. There should be a minimum of at least 120 minutes a week of physical education taught each week from grades 7 to 12. All secondary schools should make available physical education courses for Grade 13 students and every effort be made to encourage students to participate in these courses. Physical training courses throughout secondary schools should concentrate on the carry-over sports activities that will assist students to maintain good physical condition long after school leaving age.
227. Every elementary and secondary school, planned by boards of education in the Province of Ontario, provide for gymnasiums and play areas. Such facilities should be planned in co-operation with specialized recreational personnel to co-ordinate, not only physical education in the school system, but physical fitness and recreation programmes in the community.

DELINQUENCY

The Select Committee recommends that:

Special Institutions

228. Small group homes (8 to 10 children to a home) are urgently needed for children who may or may not be in conflict with the law, but cannot remain in their own homes for a variety of reasons. Such homes could best be supervised by the Child Welfare Division of the Provincial Department of Welfare and should be subsidized on a per capita arrangement by the Provincial Government and local municipalities, on an agreed cost-sharing formula.
229. Rural residential settings be provided for children who need 24 hour-a-day supervision, with academic and vocational training combined with discipline and counselling, but should not be associated

with training schools. This type of complex should be financed and supervised by the Child Welfare Division of the Department of Welfare, which is responsible for the standards and supervision of all children's institutions in Ontario.

230. Both the previous recommendations (# 228 and # 229) should be focused primarily on the expanding programmes of children's aid societies in Ontario, since they are most obviously equipped to handle such ventures. Where finances are insufficient under the existing Child Welfare Act, the province must consider increasing its share of the cost.

Juvenile and Family Courts

231. The Attorney General's Department endeavour to institute legislation as soon as possible to establish the juvenile age at 17 years (under) in the province. This to assist in achieving uniformity across the country and to achieve the highest rehabilitation rate possible of young people before the courts, at a time when they may benefit most.

Clinical Services and Specialized Personnel for Courts

232. All courts dealing with young offenders and juvenile delinquents have adequate diagnostic facilities made available to them. It should be made abundantly clear that diagnostic clinics **recommend** and courts **decide**, to avoid any confusion regarding the respective roles of court and diagnostic clinics.
233. The use of local mental health clinics, general and Ontario Hospital diagnostic services be made available for diagnostic services to the courts where these services cannot be an integral part of the court services.
234. Where clinical services are not available locally, a regional service should be established through the co-operation and assistance of the Department of Health, as previously recommended. (See Recommendations # 93 and # 94 under Health.)

Deserted Wives and Children's Maintenance Act

235. The Deserted Wives and Children's Maintenance Act be amended to provide for adequate enforcement of court maintenance orders

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under this statute. All moneys assessed against the husband should be paid into the court and penalties imposed by the court for failure to do so.

236. In those instances when a court order of maintenance is made in favour of a mother and children and where the mother would normally qualify for Mother's Allowance, she should automatically be placed on the Mother's Allowance. Any sums collected by the court, based on the court order should then be paid to the Welfare Department concerned, by the court. When a husband is paying on an order of maintenance an amount in excess of what Mother's Allowance provides, the balance received in excess, should be paid to the wife and children by the Department of Welfare.

Juvenile Court Judges

237. Juvenile court judges and lay magistrates receive a training period before assuming their positions on the bench. Such training courses should include:
- (a) enough legal knowledge to enable the judge or magistrate to discharge their duties (conducting of legal hearings, application of the rules of evidence, etc.);
 - (b) A knowledge of court resources, both public and private, to meet the disposition needs of the court;
 - (c) basic psychology as it is related to normal and abnormal behaviour of children and adults.
238. Those jurisdictions presently being served by part-time juvenile court judges and magistrates would be better served by full-time itinerant judges and magistrates.

Detention Facilities

239. Every juvenile court have access to a detention home area as provided under the Juvenile Delinquents' Act, 1929, c. 46, s. 13. The Attorney General's Department should examine all juvenile detention facilities in Ontario to make sure that they comply with the Juvenile Delinquents' Act.
240. In those areas where it is not practical to maintain and staff a proper detention establishment for juveniles, an arrangement to provide

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such facilities on a regional basis (similar to those provisions made for adults) be undertaken by counties and local municipalities deficient in this youth service.

241. No child be placed in a detention facility if it is possible to accommodate such child in either its own home, that of a responsible relative or an approved interested party.
242. A detention admission policy be established in every court setting which will assure that children are not indiscriminately placed in custody on purely law enforcement recommendations.
243. Bail should not be a consideration where juveniles are concerned. A child either should or should not be in a detention facility. Money should not be a criterion of custody for children.

Probation

244. Probation services be expanded to permit proper casework service being afforded the children and young offenders placed on this service by the courts. It is further advised that a ratio of probationers to probation officers should not exceed 50 to one.
245. Adult courts be encouraged to use probation on a more liberal basis in comparison with their corresponding use of incarceration, particularly when dealing with young offenders.
246. In big urban centres where caseloads are large, special investigation officers be responsible to supply the court with pre-sentence reports and any non-probationer supervising services required, thus relieving probation officers for more intensive casework practice with probationers.
247. More extensive research be undertaken to determine the effectiveness of probation compared with institutional custody in Ontario for various offences.

Confidentiality Respecting Juvenile Court Records

248. The use of juvenile records in adult courts be kept to an absolute minimum, consistent with the principle that juvenile court charges or appearances should not influence the sentencing process in adult courts.

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249. Under no circumstances should juvenile records be revealed to any business agencies for the use of employer personnel or credit purposes. That any persons using such information for any such purpose should be punishable by law.
250. Juvenile records be expunged after five years of delinquent-free behaviour.

The Police

251. Special police departments (youth bureaux), dealing exclusively with youth be established in all of the larger urban centres of Ontario.
252. Youth bureau officers have special training over and above the usual police courses. Such training should be in the areas of child psychology, child and teenage physical and mental development, community resources for juveniles, knowledge of the laws affecting juveniles as well as the usual police knowledge respecting apprehension, court procedures and charging of young people.
253. Youth bureau officers be carefully selected for their interest in young people and their ability to relate to them. When selected, they should be specially trained and given an appropriate status through salary and job promotion opportunities so as to hold good staff in this very important area of police work.
254. All youth police services have clearly established policies regarding their specialized duties and objectives in dealing with youth and that special emphasis be given to delinquency - prevention programmes.
255. A government sponsored public education programme be undertaken respecting the role of the policeman in all areas of his difficult job, with a view to improving the police image.
256. The recreational and safety programmes of the police services be encouraged to a greater degree, in the interest of wholesome relationships being established between youth and police officers by both provincial and municipal police services.

Prevention Programmes

The Detached Worker —

257. A greater expansion of the detached worker programme be undertaken by more social agencies in Ontario. Provincial funds should

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be made available to assist Detached Worker Programmes undertaken by approved agencies.

Police Prevention Programmes —

258. Pilot projects incorporating well-trained youth bureau officers in secondary school settings, to co-operate with school staff and the local school community in a delinquency-prevention programme, be undertaken in at least two different urban locations in Ontario, with a view to expanding this concept.
259. In an effort to improve the image of the police, among young people, local recreational associations include the police more frequently in various aspects of their programmes.

Automobile Ownership —

260. No person under the age of sixteen should be permitted to purchase a motor vehicle and register the motor license in his or her name in Ontario.

Alcohol and Youth —

261. Stricter enforcement of the Liquor Control Act be conducted as it affects purveyors of spirits, wine and beer to minors.
262. The legal age for consuming alcoholic beverages remain at 21 years. (The following Committee members: Murray Gaunt, M.P.P., Stephen Lewis, M.P.P. and Richard Smith, M.P.P., would like to see, in addition to the above recommendation, the law changed to permit the consumption of alcoholic beverages by minors in their own home settings under their parents' supervision.
263. An intensive research study be undertaken to determine the effects of alcohol on the social and economic welfare of youth.

Settlement Houses —

264. A Department of Youth in co-operation with municipalities and private agencies assist in expanding the number of settlement houses and similar type agencies in the province.
265. A Department of Youth be a means of inter-communication for all settlement houses regarding prevention programmes as they are related to delinquency, neglect, housing needs of young people, drop-

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outs and tutoring for socially-deprived children. Conference opportunities in these areas should be encouraged by a Department of Youth.

266. A Department of Youth act in a consulting role with all youth service agencies in an endeavour to assist in promoting co-operative delinquency prevention programmes throughout the province.
267. Co-ordinated delinquency prevention programmes include representatives of the police services.
268. Research studies be promoted to assess appropriate delinquency prevention programmes for the teenager. Such study projects could be undertaken by settlement houses with some assistance from the Provincial Government.
269. When research projects reveal courses of social action, an implementation committee should follow up on such recommendations and the Department of Youth record and assist in communicating the information to those agencies seeking solutions to similar problems.

Children in Custody

270. All training schools come under the jurisdiction of a Provincial Department of Youth. Children should not be placed in training schools without the facts being established in our courts that:

- (a) a diagnostic assessment indicates the child's needs in terms of behaviour disturbance demands special residential care in a controlled setting;
- (b) it is necessary for the protection of the community and/or the personal safety of the child.*

(The Honourable Thomas L. Wells dissented with Resolution No. 270 and made the following statement:

"In the 698 briefs received by the Committee there were only a few recommendations suggesting that training schools be removed from the Department of Reform Institutions. Looking back, we find that these schools were formerly under the Department of Welfare and the Department of the Provincial Secretary. The government of the day, because of its concern, saw the need to establish a separate department, called the

* Note recommendations re Half-way Houses as alternatives to training schools.

Department of Reform Institutions, where the focus would be on behaviour problems and social maladjustment.

"No matter what department the training schools are under, the students of these schools will still require a controlled setting. These juveniles are admitted by the courts usually after all other community facilities have failed with them and because they present a danger to themselves or to society.

"The proposed shifting to another department could result in a tremendous waste of professional staff, already in short supply, who are experts in the field of correction and serve both the adult and juvenile branches of the Department of Reform Institutions.

"Further, with the expected implementation of the Fauteaux Report, the number of adults in the care of the Department of Reform Institutions will be considerably reduced and this will allow for even greater concentration on juveniles".)

271. Training school standards should be established that will ensure;
- (a) educational programmes consistent with those taught in the provincial public high school and vocational school systems.
 - (b) recreational programmes that stress athletics, cultural arts, leisure time activities.
 - (c) physical and mental health programmes insuring appropriate supervision and treatment at the professional level.
 - (d) appropriate staff to student ratios.
 - (e) classification procedures based on the needs of children and young persons.
272. Young offenders in reformatories should be placed in vocational shops and activities that are designed to assist the inmate in his ultimate rehabilitation and not necessarily be a work contribution to an institutional industry.

Delinquency Responsibility

273. One of the principle responsibilities of a Department of Youth would be the total area of preventive delinquency such as co-ordinating of delinquency prevention resources, the treatment and rehabilitation of juvenile delinquents in custody, and assisting in delinquency research.

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274. A Department of Youth encourage the participation of those public-spirited, and knowledgeable citizens from private and public life who can assist the government in the planning of delinquency prevention programmes, and the implementation of delinquency research projects wherever they may be required in the province.

MISCELLANEOUS

The Select Committee recommends that:

The Voting Age

275. The voting age in Ontario be reduced to 19 years. (Members dissenting in favour of 18 years — Murray Gaunt, M.P.P., Stephen Lewis, M.P.P., Bernard Newman, M.P.P., Richard Smith, M.P.P. and Thomas L. Wells, M.P.P.)

Legal Age for Billiards

276. There be no age restrictions for young people to play billiards in a licensed establishment.

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